

**Cheltenham Borough Council**  
**Cabinet – 7<sup>th</sup> March 2017**  
**Changing Places Accessible Toilets -**  
**Cabinet Response to Scrutiny Report on Accessibility**

<b>Accountable member</b>	<b>Cabinet Member Clean and Green Environment, Councillor Chris Coleman</b>
<b>Accountable officer</b>	<b>Director of Resources, Mark Sheldon</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Key Decision</b>	<b>No</b>
<b>Executive summary</b>	<p>On 13 December 2016 Cabinet considered a report on Accessibility from Overview and Scrutiny and approved the recommendation that appropriate officers look at what actions could be taken to reduce difficulties experienced by disabled persons and to develop an action plan.</p> <p>Cheltenham Borough Council successfully applied for funding from the Disabled Children and Young People Short Breaks Capital Grant, to install two Changing Places Accessible Toilets within Cheltenham, one to be sited adjacent to Pittville Park Play Area and the other in a town centre location.</p>
<b>Recommendations</b>	<p><b>That Cabinet agree to:</b></p> <ol style="list-style-type: none"> <li><b>1. Approve the project to develop the proposal and the business case, subject to existing budgets, to install and maintain two Changing Places Accessible Toilets within Cheltenham, one in Pittville Park and another in a town centre location to be determined, following consultation with user groups and stakeholders.</b></li> </ol>

<b>Financial implications</b>	<p>There are no direct financial implications arising from this report. However, the financial implications to the council's 2017-18 and future capital and revenue budgets will need to be considered as part of the business case, to be developed. If this business case identifies a shortfall in funding, this will have an impact on the Medium Term Financial Strategy and Cabinet or Council may be required to request increased funding, for which a corresponding budget saving may need to be identified elsewhere.</p> <p><b>Contact Officer: Sarah Didcote, Deputy Chief Financial Officer</b></p> <p><b>Email: Sarah.Didcote@cheltenham.gov.uk</b></p> <p><b>Tel: 01242 264125</b></p> <p><b>Contact Officer: Sarah Didcote</b></p> <p><b>Email: Sarah.Didcote@cheltenham.gov.uk</b></p> <p><b>Tel: 01242 264125</b></p>
<b>Legal implications</b>	<p>The Authority will need to comply with its Contract Rules in respect of the design and build of the facilities and the on- going maintenance of the facilities.</p> <p>The Authority needs to comply with the Disabled Children and Young People Short Breaks Capital Grant Acceptance Contract requirements.</p> <p><b>Contact Officer: Shirin Wotherspoon, Head of Law ( Commercial)</b></p> <p><b>Email: shirin.wotherspoon@teWKesbury.gov.uk</b></p> <p><b>Tel: 01684 272017</b></p>
<b>HR implications (including learning and organisational development)</b>	<p>There are no direct HR implications identified in the report.</p> <p><b>Contact officer: Carmel Togher, HR Business Partner</b></p> <p><b>Email: carmel.togher@cheltenham.gov.uk</b></p> <p><b>Tel: 01242 775215</b></p>
<b>Key risks</b>	<p>That Cheltenham Borough Council is unable to deliver the project due to the inability to support a budget for the ongoing maintenance costs.</p>

<b>Corporate and community plan Implications</b>	<p>The project to install two Changing Places Accessible Toilets has been included within the Corporate Strategy for 2017/18 under the outcome:</p> <ul style="list-style-type: none"> <li>• People live in strong, safe and healthy communities</li> </ul> <p>The project also contributes to the Corporate Priority Action:</p> <ul style="list-style-type: none"> <li>• The council is committed to the elimination of discrimination and promotion of equality of opportunity for all citizens and will work towards this goal, both in the provision of services and employment.</li> </ul>
<b>Environmental and climate change implications</b>	<p>No direct implications identified in the report.</p> <p>Environmental issues will be considered as part of the business case.</p>
<b>Property/Asset Implications</b>	<p>Dependant on the delivery timescale for this scheme it may be necessary to engage a temporary external resource. The potential cost of this resource has not been included in the cost estimates and an allowance of 12-15% will need to be added to budget estimates.</p> <p><b>Contact Officer: David Roberts, Head of Property and Asset Management</b></p> <p><b>Email: david.roberts@cheltenham.gov.uk</b></p> <p><b>Tel: 01242 264151</b></p>

## 1. Background

- 1.1** As part of the agenda for the Overview and Scrutiny meeting held on 12 September 2016, the committee received a presentation from wheelchair users about some of the problems some disabled people encounter when trying to find accessible public toilets in Cheltenham as well as more general access issues. One issue raised was the lack of suitable public disabled toilets, which had proper facilities and enough room either for a mobility scooter or two carers. Also, since the closure of the accessible toilet in the Beechwood Arcade, there is no public facility in Cheltenham that offers additional requirement to assist with the needs of those with complex disabilities, and their carers’.
- 1.2** Over 230,000 people in the UK need personal assistance to use the toilet or for personal hygiene [see appendix 3]. Changing Places Accessible Toilets are designed to provide the three elements key to helping improve accessibility for these people within their community.
- The right equipment – height adjustable changing bench and hoist system
  - Space – to allow disabled person and up to two carers
  - A safe and clean environment - non-slip floor, appropriate water facilities
- 1.3** During the redevelopment of Pittville Play Park in spring 2016, the project team sought advice from Gloucestershire County Council (GCC) regarding accessibility. GCC provided information on the Disabled Children and Young People Short Breaks Capital Grant and made the suggestion that Cheltenham Borough Council bid for funding to install a Changing Places Accessible Toilet to serve the Pittville Play Park area.



flexibility within the planned maintenance budget to support the running costs and limited opportunity for maintenance grant funding, there may be implications to the baseline budget from 2018/19 onwards.

#### **4. Consultation and feedback**

- 4.1** Stakeholders and service users will be consulted on the most suitable location for the second facility within the Town Centre.
- 4.2** Cheltenham Borough Council will partner with Charitable Organisations to develop a community engagement strategy and opportunities for extending the grant funding

#### **5. Performance management –monitoring and review**

- 5.1** This project will follow the principles of Prince 2 project management.

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<b>Appendices</b>	<ol style="list-style-type: none"><li>1. Risk Assessment</li><li>2. Community Impact Assessment</li><li>3. Changing Places Summary</li></ol>

<b>Background information</b>	<p>12<sup>th</sup> September 2016 – Minutes from Overview &amp; Scrutiny Meeting agenda item 6.</p> <p><a href="https://democracy.cheltenham.gov.uk/ieListDocuments.aspx?CId=267&amp;MId=2584&amp;Ver=4">https://democracy.cheltenham.gov.uk/ieListDocuments.aspx?CId=267&amp;MId=2584&amp;Ver=4</a></p> <p>13<sup>th</sup> December 2016 – Cabinet Report on Accessibility Issues agenda item 5</p> <p><a href="https://democracy.cheltenham.gov.uk/ieListDocuments.aspx?CId=166&amp;MId=2572&amp;Ver=4">https://democracy.cheltenham.gov.uk/ieListDocuments.aspx?CId=166&amp;MId=2572&amp;Ver=4</a></p> <p>Equality Act 2010: Public Sector Equality Duty What do I need to know? A quick start guide for Public Organisations.</p> <p><a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85041/equality-duty.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85041/equality-duty.pdf</a></p> <p>Equality Act 2010: What do I need to know? Disability quick start guide'</p> <p><a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85037/disability.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85037/disability.pdf</a></p> <p>Changing Places – The Practical Guide</p> <p><a href="http://www.changing-places.org/LinkClick.aspx?fileticket=YEDKVYyX8TE%3d&amp;tabid=81">http://www.changing-places.org/LinkClick.aspx?fileticket=YEDKVYyX8TE%3d&amp;tabid=81</a></p>
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The risk				Original risk score (impact x likelihood)			Managing risk					
Risk ref.	Risk description	Risk	Date raised	Impact 1-5	Likelihood 1-6	Score	Control	Action	Deadline	Responsible	Transfer red to risk register	Risk Status
		Owner								officer		
R001	If the proposed locations for the Changing Places Accessibility Toilets are not suitable, then there will continue to be inequality of access and choice to facilities within Cheltenham.	David Roberts		3	1	3	Reduce	Undertake Community Impact Assessments against the different locations for the siting of the Changing Place Accessible Toilets		Claire Cook		
R002	If the installation of Changing Places Accessible Toilets has a detrimental impact on persons who share protected characteristics (for example age, disability or pregnancy and maternity), then the Council will be in potential breach of its Public Sector Equalities Duty contained in Section 149 of the Equality Act 2010 which will also impact CBC’s reputation.	David Roberts		4	1	4	Reduce	Undertake Community Impact Assessments against the different locations for the siting of the Changing Place Accessible Toilets		Claire Cook		
R003	If CBC is unable to proceed with the installation of the Changing Places Toilets, then disabled people with complex needs will continue to have limited choices when visiting Cheltenham	David Roberts		3	2	6	Reduce	A business case is being developed		Claire Cook		

R004	If there are a limited number of specialised suppliers then CBC may be unable to obtain value for money as well as a suitable standard of design and build.	David Roberts		2	2	4	Reduce	Research to be undertaken as part of the development of the business case		Claire Cook		
R005	If CBC is unable to meet the terms and conditions of the Disabled Children and Young People Short Breaks Capital Grant, then the grant will be removed.	David Roberts		3	1	3	Reduce	A business case is being developed		Claire Cook		
R006	If CBC is unable to secure future maintenance funding, then it will not be possible to maintain the facilities to the required standard of compliance.	David Roberts		3	2	6	Reduce	A business case is being developed		Garrie Dowling		
R007	If property services are unable to provide the necessary resource within the timeframes, then there may be a delay to project deliver and cost implications.	David Roberts		2	2	4	Reduce	A business case is being developed		Garrie Dowling		

**Explanatory notes**

**Impact** – an assessment of the impact if the risk occurs on a scale of 1-5 (1 being least impact and 5 being major or critical)

**Likelihood** – how likely is it that the risk will occur on a scale of 1-6

(1 being almost impossible, 2 is very low, 3 is low, 4 significant, 5 high and 6 a very high probability)

**Control** - Either: Reduce / Accept / Transfer to 3rd party /

Close

### What is a community impact assessment?

A community impact assessment is an important part of our commitment to delivering better services for our communities. The form will help us find out what impact or consequences our functions, policies, procedures and projects have on our communities, as well as employees and potential employees.

By undertaking an impact assessment, we are able to:

- Take into account the needs, experiences and circumstances of those groups of people who use (or don't / can't use) our services.
- Identify any inequalities people may experience.
- Think about the other ways in which we can deliver our services which will not lead to inequalities.
- Develop better policy-making, procedures and services.

### Background

<b>Name of service / policy / project and date</b>	<b>Changing Places Accessible Toilets</b>
<b>Lead officer</b>	<b>Mark Sheldon</b>
<b>Other people involved in completing this form</b>	<b>Claire Cook Jane Stovell</b>

### Step 1 - About the service / policy / project

<b>What is the aim of the service / policy / project and what outcomes is it contributing to</b>	<p>The project to install two Changing Places Accessible Toilets has been included within the Corporate Strategy for 2017/18 under the outcome:</p> <ul style="list-style-type: none"> <li>• People live in strong, safe and healthy communities</li> </ul> <p>The project also contributes to the Corporate Priority Action:</p> <ul style="list-style-type: none"> <li>• The council is committed to the elimination of discrimination and promotion of equality of opportunity for all citizens and will work towards this goal, both in the provision of services and employment.</li> </ul>
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<b>Who are the primary customers of the service / policy / project and how do they / will they benefit</b>	The primary customers of the Changing Places Accessible Toilets are Cheltenham residents and visitors with complex disabilities, and their carers'.
<b>How and where is the service / policy / project implemented</b>	One Changing places facility is to be sited at Pittville park. The location of the other facility is still to be determined but will be sited within the town centre.
<b>What potential barriers might already exist to achieving these outcomes</b>	Funding of the ongoing maintenance of the facilities due to the Council's budgetary constraints.

## **Step 2 – What do you know already about your existing / potential customers**

<b>What existing information and data do you have about your existing / potential customers e.g. Statistics, customer feedback, performance information</b>	Over 230,000 people in the UK need personal assistance to use the toilet or for personal hygiene.  In the 2011 Census the overall number of people in Gloucestershire, whose day to day activities were limited a lot was 43292 and that 7582 of those were Cheltenham residents.
<b>What does it tell you about who uses your service / policy and those that don't?</b>	There are a significant number of people within Cheltenham and beyond who are at a disadvantage when making decisions to visit Cheltenham. Their visits may be shorter, limited to certain locations or avoided altogether.
<b>What have you learnt about real barriers to your service from any consultation with customers and any stakeholder groups?</b>	Consultation with service users and stakeholder groups will take place as part of the project.
<b>If not, who do you have plans to consult with about the service / policy / project?</b>	Leonard Cheshire Home, St Vincent's and St George's Association, Bettridge School, Star College, Gloucestershire County Council Occupational Therapists, Carers Gloucestershire, Active Gloucestershire

### Step 3 - Assessing community impact

How does your service / policy / project impact on different groups in the community?

Group	What are you already doing to benefit this group	What are you doing that might disadvantage this group	What could you do differently to benefit this group	No impact on this group
People from black and minority ethnic groups				✓
Gender				✓
Gender Reassignment				✓
Older people / children and young people	Potential users will be of all ages, but there will be a steady increase of the number of older people.	Failure to implement is likely to impact on accessibility to town centre for shopping, leisure and social contact.	Help to ensure future provision is in a suitable location within the town.	
People with disabilities and mental health challenges	Primary user base.	Failure to implement is likely to impact on accessibility to town centre for shopping, leisure and social contact.	Help to ensure future provision is in a suitable location within the town.	
Religion or belief				✓
Lesbian, Gay and Bi-sexual people				✓
Marriage and Civil Partnership				✓
Pregnancy & Maternity	Potential user of the service, but not a major target.		Help to ensure future provision is in a suitable location within the town.	
Other groups or communities				✓

### Step 4 - what are the differences

<b>Are any groups affected in different ways to others as a result of the</b>	Financially disadvantaged groups may be more likely to be impacted as may not have easy access to transport options which gives them greater mobility flexibility. This could result in these groups being more dependent on
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<b>service / policy / project?</b>	facilities within the town centre.
<b>Does your service / policy / project either directly or indirectly discriminate?</b>	No
<b>If yes, what can be done to improve this?</b>	N/A
<b>Are there any other ways in which the service / project can help support priority communities in Cheltenham?</b>	Any potential synergies between the service and other organisations in the town will be considered as part of the research work.

## Step 5 – taking things forward

<b>What are the key actions to be carried out and how will they be resourced and monitored?</b>	<p>It is necessary to engage with services users and stakeholders, to consult on the location of the Changing Places Accessible Toilets and to promote the services.</p> <p>It will also be necessary to undertake a procurement exercise to secure a service provider to design, build and implement the two facilities.</p> <p>The exercise will be resourced with officers from CBC, GOSS and One Legal.</p>
<b>Who will play a role in the decision-making process?</b>	Cabinet Member Clean and Green, Councillor Chris Coleman, lead officer Mark Sheldon, the Cabinet and the Council.
<b>What are your / the project's learning and development needs?</b>	Understanding the requirements of the service users, through consultation and adhering to planning and building control regulations during design and build phase of the project.
<b>How will you capture these actions in your service / project planning?</b>	A dedicated project manager will utilise PRINCE2 based methodology to capture and manage project actions and overall time management.

### What are Changing Places Toilets?

#### **Standard accessible toilets do not meet the needs of all people with a disability.**

People with profound and multiple learning disabilities, as well people with other physical disabilities such as spinal injuries, muscular dystrophy and multiple sclerosis often need extra equipment and space to allow them to use the toilets safely and comfortably. These needs are met by Changing Places toilets.

Each Changing Places toilet provides:

#### **The right equipment**

- A height adjustable adult-sized changing bench
- A tracking hoist system, or mobile hoist, if this is not possible.

#### **Enough space**

- Adequate space in the changing area for the disabled person and up to two carers
- A centrally placed toilet with room either side
- A screen or curtain to allow some privacy.

#### **A safe and clean environment**

- Wide tear off paper roll to cover the bench
- A large waste bin for disposable pads
- A non-slip floor.

**PLEASE NOTE:** Changing Places toilets are different to standard accessible toilets (or "disabled toilets") and should be provided in addition to accessible toilets.

### **Changing Places standards**

Changing Places facilities need to meet a certain standard to be registered on our website. This is to ensure that any facility advertised as a Changing Places toilet meets the needs and expectations of the people who use them.

For advice on health and safety and legal matters, please refer to our legal factsheet, included in background information. Remember that slings should not be provided by the venue.

To be registered on our website, the facilities must be open to the public. Changing Places toilets should be installed in addition to, not in replacement of, standard accessible toilets for independent use.

We recommend that the dimensions of the room are a minimum of 12 square metres (3m x 4m), with a ceiling height of 2.4m. Examples can be found from page 32 of our Practical Guide, included in the background reading.

Some facilities listed on the website as Changing Places will be smaller than 12 square metres. This reflects the standards of Changing Places toilets when the campaign was launched in 2006.

The Changing Places Consortium appreciates that meeting the 12 square metres (3m x 4m) size criteria of the British Standard may be difficult in, for example, a listed building that cannot be altered. We would recommend that you consult with us before you start planning any renovations or adaptations in buildings such as these.

Toilets may continue to be identified as Changing Places toilets where the minimum room dimensions are 7 square metres or above. We do recommend that providers and installers do their best to meet the 12 square metre British Standard current guidelines as smaller facilities may exclude many users who need the full space.

Facilities which do not provide the features in the Changing Places Standard section below, or alternative layouts, may not be identified as a Changing Places toilet on our website. However, they may still be of benefit to disabled people and their carers', and as such information regarding these facilities may be included on the website.

Mandatory size for new build, complies with space and equipment fit out standards set out in BS8300

## Who are they for?

Research has found that over a quarter of a million severely disabled people, including those with profound and multiple learning disabilities do not have access to public toilet facilities that meet their needs.

In the UK 230,000 people would benefit from a Changing Places toilet and would include approximately:

- **40,000** people with profound and multiple learning disabilities
- **130,000** older people
- **30,000** people with cerebral palsy
- **13,000** people with an acquired brain injury
- **8,500** people with Multiple Sclerosis
- **8,000** people with Spina Bifida
- **500** people with Motor Neurone Disease

We also know that the number of people with complex disabilities is growing – we are all living longer, meaning many more people are likely to need access to a Changing Places toilet in the future.

These figures come from a 2009 report by Professor James Hogg, at the University of Dundee.