

Cheltenham Borough Council
Overview and Scrutiny Committee – 21st October 2019
Cabinet – 5th November 2019

The Future of Public Convenience Provision – Consultation Output

Accountable member	Cabinet Member Clean and Green Environment, Councillor Chris Coleman
Accountable officer	Director of Projects, Mark Sheldon
Ward(s) affected	Park, Lansdown, Pittville, College, All Saints
Key Decision	Yes
Executive summary	<p>In July 2019, Cabinet considered a report which outlined the current situation with regard to the Authority’s public toilets and four options for how the Authority might manage the amenities in the future.</p> <p>Cabinet approved the recommendation to adopt a strategy to guide future decision making with regard to public conveniences and the recommendation that a consultation exercise be undertaken in respect of option 3, “to retain selective facilities and seek a community partnership initiative to provide public access to alternative facilities”.</p> <p>Following the consultation, this report identifies opportunities and recommendations for improvements to the future of public conveniences in the town centre. It discusses alternative partnership initiatives that will increase the choice of amenities available to the public, potential cost savings and responses from consultation undertaken with third sector partners, businesses and members of the public.</p>
Recommendations	<p>That Cabinet resolves to:</p> <ol style="list-style-type: none"> 1. Retain selected facilities and close selected facilities subject to achieving access to alternative appropriate facilities via a community partnership scheme as recommended in the report at paragraph 4.4 and subject to a post implementation review after 1 year. 2. Develop a community partnership initiative to provide public access to appropriate alternative facilities. 3. Delegate authority to the Head of Property and Asset Management (in consultation with the Cabinet Member Clean and Green Environment, and the Cabinet Member Finance) to implement public convenience asset investment and rationalisation in line with potential opportunities raised in the report, including approval of Heads of Terms for any agreements or transactions involving third parties. 4. Delegate authority to the Borough Solicitor to complete such

documents as she considers appropriate to implement the Heads of Terms agreed in accordance with Resolution 3.

Financial implications	<p>As detailed in report and appendices.</p> <p>Contact Officer: Jon Whitlock, Financial Officer</p> <p>Email: Jon.Whitlock@publicagroup.uk</p> <p>Tel: 01242 264354</p>
Legal implications	<p>Cheltenham Borough Council has power (but not a duty) under section 87 of the Public Health Act 1936 (as amended) to provide public conveniences, but is not obliged to do so. Where the authority provides such conveniences, regard must be had to the needs of disabled persons, and provision must be made so far as practicable and reasonable to meet those needs (s5 of the Chronically Sick and Disabled Persons Act 1970).</p> <p>If it chooses to exercise this power, it also has power to enter into agreements with third parties to achieve the outcomes, either under the Local Government Act 1972 or the Localism Act 2011.</p> <p>When deciding whether or not to close the existing public conveniences (and to proceed with any changes), the authority needs to be satisfied that it has discharged its consultation duties imposed by section 3(2) of the Local Government Act 1999 (as updated by revised Best Value Guidance Statutory Guidance of March 2015) and has had regard to its duties under the Equality Act 2010. In terms of the Equality Act 2010 the Council has to bear in mind its wider Public Sector Equality Duty (PSED) when proposing service changes i.e. the duty to: (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this (Equality) Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it." ('protected characteristics' are: Age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.) Again, in practical terms, the PSED requires any consultation regarding service change to be at the earliest opportunity, with persons possessing a protected characteristic who may be affected, be clear who it may affect and how, and give them the opportunity to express their views. The authority needs to be satisfied that meaningful consultation has taken place in accordance with the PSED. It would be important to consider whether the provision of such services by third parties, as an alternative to the Council's provision, would satisfy the Council's duty.</p> <p>With regard to any infrastructure changes involving works, the authority needs to comply with the Contract Rules and procurement law.</p> <p>Contact Officer: Shirin Wotherspoon, Head of Law (Commercial)</p> <p>Email: shirin.wotherspoon@teWKesbury.gov.uk</p> <p>Tel: 01684 272017</p>

HR implications (including learning and organisational development)	<p>The HR implications are as detailed in the report. HR will work closely with the Property Team in respect of resourcing requirements.</p> <p>Contact officer: Carmel Togher, HR Business Partner</p> <p>Email: carmel.togher@publicagroup.uk</p> <p>Tel: 01242 264391</p>
Key risks	<p>That Cheltenham Borough Council is unable to develop a commercial partnership with suitable businesses to provide the number of fit for purpose facilities, in line with considerations detailed in the consultation responses, to replace those public facilities identified for closure.</p> <p>That the proposals are viewed as being detrimental to Cheltenham’s amenity provision, by the public</p>
Corporate and community plan Implications	<p>The project supports the Place Strategy vision to be a place where our people, communities and environment thrives. Providing improved access to a greater number of well-maintained toilet facilities and investing in improvements to council owned facilities will contribute to improving the town centre and providing strong healthy inclusive communities.</p> <p>The project also contributes to our principles within the Corporate Plan to <i>“be commercially focused where needed and become financially self-sufficient to ensure we can continue to achieve value for money for the taxpayer”</i>.</p>
Environmental and climate change implications	<p>Reduction in use of energy and water on sites recommended to be closed.</p>
Property/Asset Implications	<p>Dependant on the delivery timescale for this scheme there may be resource availability issues within the Property team to undertake the activity proposed within this report.</p> <p>Contact Officer: Garrie Dowling, Senior Property Surveyor</p> <p>Email: gary.dowling@cheltenham.gov.uk</p> <p>Tel: 01242 264394</p>

1. Background

1.1. In May 2019 a report was submitted to Asset Management Working Group (AMWG) that detailed the current situation with regard to the Authority’s public toilets and four options for how the Authority might manage the amenity in the future. The options were:

- **Option 1** – Retain and invest in the facilities currently operational
- **Option 2** – Close all facilities and seek a community partnership initiative to provide public access to alternative facilities

- **Option 3** – Retain selective facilities and seek a community partnership initiative to provide public access to alternative facilities
- **Option 4** - Retain and invest in the facilities currently operational and introduce charging

Taking into account the feedback from the AMWG a report was subsequently submitted to Overview and Scrutiny and Cabinet in July.

- 1.2. Cabinet approved the recommendation to adopt a strategy to guide future decision making with regard to public conveniences and the recommendation that a consultation exercise be undertaken in respect of option 3, "to retain selective facilities and seek a community partnership initiative to provide public access to alternative facilities", detailed within the options appraisal section.
- 1.3. The project team were asked to report back to AMWG, O&S and Cabinet with the outcome of the consultation and recommend a way forward.

2. Rationale

- 2.1. The majority of the public toilet facilities are in need of major refurbishment which will put substantial pressure on the planned maintenance budgets over the next ten years. Operationally, these facilities are also expensive to run, and while it is desirable to offer this public amenity, they will continue to be a costly obligation on the Authority's budgets.
- 2.2. There are commercial development opportunities that present themselves for a number of the public conveniences within the Town centre.
- 2.3. An additional consideration is the cost of maintaining the new 'Changing Places' accessible toilet at Pittville Park. There is a commitment to off-set these costs by making savings elsewhere.
- 2.4. Following an initial report on the Future of Public Toilets, AMWG, O&S and Cabinet request was to consult with our partners on the recommended option to retain selective facilities and seek a community partnership initiative to provide public access to alternative facilities.
- 2.5. Resulting consultation feedback may assist the Asset Management Working Group, Overview & Scrutiny and Cabinet members in their considerations and decisions on the future provision of public conveniences.

3. Consultation

- 3.1. The project team are now in a position to provide an update from the consultation undertaken on the proposals for the future of public toilets and initial feedback from the business community with regard to the community partnership initiative, and our recommendations for next steps.
- 3.2. Consultation has been focused on three sectors that are likely to have an interest in the outcome of any decision pertaining to the council's proposals for public toilets.
 - Third sector partner organisations
 - The public
 - Businesses interested in the Community Partnership Initiative
- 3.3. We also met with Gloucester City Centre Manager to discuss their community partnership initiative to understand the challenges and benefits they have experienced.
- 3.4. Consultation Summary

A small number of responses from public consultation (129) were received.

In summary, the responses suggest that any solutions will need to be fit for purpose; therefore they will need to be:

- Accessible to all (including disabled users and users with babies)
- Clean
- Open during appropriate hours
- Safe

Should retail outlets be considered the solution, certain stores could be deemed inappropriate (bookmakers, lingerie shops) so for the avoidance of negativity, would suggest that we do not entertain these as potential inclusions.

3.5. Third Sector Partner Organisations

The Authority engaged with a number of Third Sector Partners to gauge their appetite for the proposals on the basis that their clients will have specific needs that should be considered.

Of the eleven organisations with whom contact was made, chosen since overall they represent a wide section of the community, responses have been received from seven, four being face to face and three by email.

The comments have been summarised below and details can be found in **Appendix A**.

- Clear signage/map
- Consideration of cultural/religious prohibition
- Preference is for Male/female separated toilets
- Toilets to be well-spaced around town and specifically in transport hubs
- Toilets within commercial premises need to be easily accessible
- High level of staff engagement required to ensure they are welcoming and helpful to the public.
- Greater provision of Changing Places within the town centre and the out of town retail parks required.
- Longer opening hours
- Consideration of sensory, visually impaired needs
- Consideration of accessibility needs
- Consideration of impact of the nature of the business on children
- Provision of consistent positive experience
- Toilets in more of the town's parks, open and available consistently, not less
- It is positive to pursue options that allow Cheltenham to have more toilets accessible around the town for the public
- Toilets accessible to use in the evenings would help the night time economy
- Businesses considered for commercial partnership must have decent lighting, facilities, access etc.
- The public toilets definitely need upgrading and the ideas for this are excellent
- It is good that CBC is consulting with Gloucester City Council over the business courtesy scheme. The ideas for this are good
- Consideration of safety in certain locations
- Consideration of voluntary sector organisation inclusion in Community Partnership Initiative

These considerations will be useful for identifying suitable business premises.

3.6. Public Consultation

Having engaged with the third sector organisations, a number raised the question why the council were not undertaking a public consultation. Given the Authorities wider Public Sector Equality Duty (PSED), this was

reconsidered and a consultation was announced and published on 6th September 2019, closing on 26th September 2019. **Appendix B**

Three questions were asked –

- What, in your view, should the council consider when assessing suitability of toilet facilities within businesses/commercial properties.
- Are there any business types that you would not feel comfortable accessing to use their facilities
- Do you think these proposals are a good idea? If not, what are your concerns.

Feedback from the public consultation has been analysed and many of the comments echo those provided from the third sector organisations. This is encouraging as it would suggest that the opinions across a wide section of the community are aligned.

Question 1: What, in your view, should the council consider when assessing suitability of toilet facilities within businesses/commercial properties?

Response Overview: The most important issue for responders was accessibility of toilets, and that they should be suitable for all users, including disabled access and also access for baby buggies. Concerns were raised that the facilities would be open at suitable times i.e. not just during the normal working day.

A desire to have clean facilities was mentioned, along with a need for baby changing facilities in both male and female toilets

Question 2: Are there any business types that you would not feel comfortable accessing to use their facilities?

Response Overview: Over 37% of responders stated that there were no facilities that they would feel uncomfortable using, however, of those that did voice an opinion, the most common facilities that would be considered uncomfortable to use were:

- Pubs
- Bookmakers
- Lingerie Shops
- Small Shops (as it was perceived that users might feel pressure to buy something)

It is not known whether these were stated as issue facilities for reasons of simple preference or maybe other reasons e.g. religious reasons

Question 3: Do you think these proposals are a good idea? If not, what are your concerns?

Response Overview: Of the responders, over 32% stated that they thought that the proposals were a good idea, with another 15% stating clearly that they thought that the proposals were a bad idea. The concerns voiced included:

- A belief that CBC owes it to the town to provide adequate public toilets (this was mentioned on a number of occasions)
- Concerns that anti-social behaviour will take place in facilities e.g. drug taking
- Concerns that staff offering their facilities may be subject to abuse from users

Also included within the consultation were seven questions relating to demographics, to help understand whether the feedback captured encompassed a wide range of respondents. Whilst this has been the case in most instances, the question relating to race/ethnicity showed over 86% of respondents classed themselves as white/white British.

Details of the feedback and demographic breakdown can be seen in **Appendix B**

3.7. Community Partnership Initiative Consultation

It was thought to be useful to gauge initial interest from businesses on support for a community partnership initiative.

A flyer headlining the community partnership proposal was sent out to town centre businesses, via The Cheltenham BID, and to Suffolk Road, Bath Road and Montpellier Traders. Whilst there was not a big response, we did get keen interest from the following businesses in the Town Centre –

- John Lewis
- House of Fraser
- Mr Mulligans Crazy Golf
- Treble 2 Coffee House.

Initial interest has also been shown from The Cheltenham Trust and our own premises, The Municipal Offices.

Further engagement will not be pursued until such time that Cabinet has granted approval of this approach.

The Overview and Scrutiny committee considered the proposals on 21st October 2019 and suggested that the Cabinet should consider ensuring adequate wc provision to support the night time economy. This will be considered in the development of the community partnership initiative.

3.8. Lessons Learned from Gloucester City Council

A meeting was held with Gloucester City Centre Manager, in August, to discuss the learnings they have found following the launch of their Public Toilets Community Partnership Scheme in 2012.

A summary of that discussion is detailed below.

Engaging Businesses

- Need to meet face to face
- Focus on targeting those premises identified rather than blanket engagement
- Primary concern of businesses – drugs & anti-social behaviour. However the regular use of these toilets means the ‘hidden’ element is removed and many businesses have cctv – both elements significantly reduce risk of poor behaviour and the council have had no cause for concern.
- Recommendation to provide payment on a quarterly basis to protect the council against losses should a business close.
- Some businesses don’t require payment as feel they benefit from being involved in the scheme, in other ways.
- All buildings owned by GCC automatically participate in the scheme.

Quality Standards

- BID ambassadors and PCSOs act as ‘mystery shoppers’ and report back to the council
- Whilst the council have not had complaints from either businesses or customers they would expect customers to initially speak to business if there are any issues. If a complaint came in to GCC, it would follow the standard complaints process.

Promotion

- Signage is crucial. Stickers on windows of businesses indicate the range of facilities available within the premises.



- Information is provided on GCC & Marketing Glos websites.
- Brochures available at TIC/Library/Council Offices but not at the business partner locations
- The scheme also benefits Purple Flag status

NOTE; There are no Changing Places in place or planned, within Gloucester city centre.

3.9. Overview and Scrutiny committee

The proposal were considered by Overview and Scrutiny committee on 21st October 2019. Whilst the review and proposals were broadly supported, concerns were raised about closing facilities ahead of having a partnership scheme in place; specific concerns were raised in relation to closing Royal Well in view of the councils Place making aspirations since these are the first toilets available for visitors arriving by coach; concern over closure of Bath Terrace given the inaccessibility of some of the toilets in this location within business premises and the potential to address wc provision to support the night time economy. The recommendations have been revised to reflect some of these comments.

4. Development of Option 3

- 4.1. The feedback provided from consultation will be extremely helpful in developing option 3, i.e. retaining selected facilities and seeking a community partnership initiative to provide public access to additional facilities.
- 4.2. In order to move the project forward there is a requirement to identify and gain approval for those facilities to be retained and those to be closed.
- 4.3. In considering the feedback, it would seem that there is support for retaining those facilities located within the parks, Montpellier, Pittville and Sandford, these being seen as an important amenity. Montpellier Gardens and Pittville Park toilets will need to be refurbished. Sandford Park toilet is currently not fit for purpose and it is proposed to provide a new facility within close proximity of the existing site. This would improve both access and visibility and, consequently security.

4.4. Recommendations/Potential Opportunities

Asset	Recommendation
Bath Terrace	Close subject to achieving access to alternative appropriate facilities via a community partnership scheme
Imperial Gardens	Close subject to achieving access to alternative appropriate facilities via a community partnership scheme
Montpellier Gardens	Retain and refurbish
Pittville Park	Retain and refurbish
Royal Well	Close and access alternative facilities via a community partnership scheme
Sandford Park	Retain and redevelop a new facility
Ambrose Street	Keep Closed
Town Centre East	Keep Closed

4.5. The initial options were subject to an equality impact assessment which identified that any community partnership scheme would need to ensure that the council duties are met and that businesses operating under the scheme would provide a variety of choice and easy access to the user.

5. Financial Summary of realigned costs options

5.1. In order to ensure the financial implications of developing option 3 are as accurate as possible, a supplementary review of costs has been undertaken. This has involved additional analysis of maintenance costs with Ubico and refurbishment/redevelopment costs required on the basis of retaining the council's public toilet facilities within the parks, Montpellier, Pittville and Sandford.

5.2. The public toilets at Montpellier and Pittville will require refurbishment of the current facilities.

5.3. The public toilets at Sandford Park are no longer fit for purpose and will be required to be redeveloped. The recommendation is to build these in close proximity to the current site which will allow them to be of service to users of the playground, boule pitch, café and the park in general.

5.4. Whilst refurbishment costs will come from the planned maintenance budget, there will need to be provision made from the capital budget for the cost of redeveloping toilets at Sandford Park. A bid for funding a new facility will be included in the 2020/21 budget proposals to be considered by Council in February 2020.

5.5. Development of this proposal indicates an annual saving of nearly £100k. Full financial details can be found in Appendix C

Summary						
	Annual Revenue Net Cost	10 Year Refurbishment Costs (PMP)	New Capital Expenditure	Total 10 Year Cost	Annualised Net Cost for comparative purposes (10years)	Annual Saving compared to current state
Option 1 (Current)	£148,000	£1,023,000	£0	£2,503,000	£250,300	£0
Option 3	£108,000	£453,000	£0	£1,533,000	£153,300	-£97,000

Note: These figures have excluded any additional revenue from commercial opportunities. A separate piece of work would need to be undertaken to understand those financial benefits

- 5.6. This option will enable the Property team to investigate revenue generation from disposal or commercial opportunity from the five redundant amenities.

6. Conclusion

- 6.1. Continuing to keep the councils public conveniences open is expensive and many facilities are at the point where they require significant investment. Whilst the amenity is of benefit to residents and visitors to the town, the Council is not required, under current legislation, to provide these facilities.
- 6.2. Results from partner organisations and public consultation appear to support the proposal to retain selective facilities and undertake a community partnership initiative, on the basis that the selected premises are fit for purpose and will offer a positive experience.
- 6.3. Initial engagement suggests there is appetite from the business community to support the community partnership initiative.
- 6.4. The council will benefit from the learnings shared by Gloucester City Council on their community Partnership Scheme. Promotion of the community partnership scheme, through availability of information and clear signage is key to its success.
- 6.5. The toilets located within the towns' principal parks, Montpellier, Pittville and Sandford, provide important facilities in support of the public amenity and are, therefore, recommended to be retained.
- 6.6. The financial review has included updated maintenance costs and estimated refurbishment and redevelopment of the toilets recommended to be retained.

7. Recommendations

- 7.1. In reviewing the current status and future opportunities presented from our public convenience amenity and the feedback received from the consultation undertaken the project team makes the following recommendations:-
- Develop a community partnership scheme allowing public access to public conveniences in commercial premises that are fit for purpose and where it is geographically beneficial to do so.
 - Request the Property team implement asset investment and rationalisation in line with potential opportunities for the five toilet facilities proposed to be closed.
 - Request the Property team implement plans to refurbish Montpellier Park and Pittville Park toilets and redevelop the facilities at Sandford Park.
 - Deliver a communication plan that engages and informs the public and stakeholders on the project proposals in a timely manner.

8. Performance management –monitoring and review

- 8.1. This project will follow the principles of Prince 2 project management.
- 8.2. The business case in this report will provide the benchmark for measuring the financial benefits over the following 10 years.
- 8.3. The success of the project will be monitored as part of the councils standard performance management strategy.

Report author	Contact officer: Jane Stovell, Project Manager Email: jane.stovell@cheltenham.gov.uk Tel: 01242 264367
Appendices	<ul style="list-style-type: none"> A. Third Sector Partner Organisation Feedback B. Public Consultation C. Realigned Costs for Option 3 D. Risk Assessment E. Equality Impact Assessment
Background information	<p>Cabinet Report May 2019 https://democracy.cheltenham.gov.uk/documents/s30109/2019_07_09_Toilets_Cab_Report_v5.pdf</p> <p>https://webarchive.nationalarchives.gov.uk/20120920031420/http://www.communities.gov.uk/documents/localgovernment/pdf/1064520.pdf</p> <p>https://webarchive.nationalarchives.gov.uk/20120920031546/http://www.communities.gov.uk/documents/localgovernment/pdf/713772.pdf</p>

Appendix A

Third Sector Partner Organisation Feedback

Organisations contacted –

- GRCC (VCS)
- LGBT partnership
- Gloucester Gay & Lesbian Community
- West End Partnership
- Sahara Saheli
- Family Space
- Active Impact
- PATA
- Highbury Club (VIPs)
- National Star
- Accessibility Forum

Consultee	comments
GRCC (VCS)	<ul style="list-style-type: none"> • It is positive to peruse options that allow Cheltenham to have more toilets accessible around the town for the public. • It would help the night time economy (and hopefully reduce issues of people urinating in doorways and on businesses) if there were more toilets accessible to use in the evenings. • It is key to ensure a spread of accessible toilets placed in the right places around town. • It is key that the businesses who sign up have toilets with decent lighting, facilities, access etc. • The National Star College have a desperate need for more changing places toilets – Angela can send Jane a contact to link her directly to Parent Carer groups. • Sandra from The Highbury Club wants to ensure that toilets are friendly for visually impaired individuals. For example a white room with white sanitary ware can be an issue as VIP can't differentiate one item from another. • And a key one at the end: Why is this not a public consultation? It seems key that the public are made aware and the forum are keen to push this point.

LGBT partnership	<p>Suggest have a chat on podcast - contact Claire Peterson to arrange</p> <p>Ideally people want choice gender neutral,w,m,famiy,disabled,baby changing women less keen on unisex</p> <p>consider business turnover - see GCC</p> <p>consider complaint route - see GCC</p> <p>Signage reflecting type of toilet available more than currently available & dotted around town</p> <p>pub toilets not appealing for this group</p> <p>Check coffee shop policies</p> <p>also contact Glos carers hub & glos young carers</p>
Gloucester Gay & Lesbian Community	<p>The public toilets definitely need upgrading and the ideas for this are excellent.</p> <p>It is good that CBC is consulting with Gloucester City Council over the business courtesy scheme. The ideas for this are good.</p> <p>Perhaps there could be some sort of alarm system in the public toilets where some people may feel unsafe at certain times such as the bus station, parks etc</p>
West End Partnership	No response
Sahara Saheli	<ul style="list-style-type: none"> • A map would be really useful, to know where the toilets are • We need to ensure there are enough disabled toilets in the town • Clear big signage which is easy to spot is key (so they know where the toilets are) • Important to offer large baby changing spaces • The Muslim ladies would not use a toilet in a public house • They would prefer toilets which are separated for each sex, though thought that the gender neutral toilets which are enclosed with sinks would potentially be ok. • It is important to have the toilets well-spaced around town. • One lady thought that all the public toilets were key and important to keep them all open • They discussed how the royal well one was useful for travelling by bus (there isn't one at the Gloucester station?) and even though there is the pay one at the station you can only go in one at a time which isn't ideal. • One of the ladies thought that all the young people without jobs in the town should be used to clean and look after the toilets.
Family Space	
Active Impact	<p>1) - Toilets made available to members of the public within businesses etc need to be easy to find, ideally on the ground floor and to be spacious and accessible to ensure disabled people can use them easily.</p> <p>Staff should be well trained to understand that the toilets are public access and to be inclusive of all users, including disabled people (may not be 'visible' conditions), and LGBTQ+ community. More provision of Changing Places within the town centre and the out of town retail parks are much needed (good to hear about Regent's Arcade).</p> <p>If public are relying on the toilets then they need to be open for consistent hours and for as long into the evening as possible.</p>

	<p>Consider sensory needs - are the lights defuse, is there a loud hand dryer? Are strong smelling cleaning products or air fresheners used?</p> <p>In accessible toilets is there transfer space on both sides of the toilet?</p> <p>Are all staff trained to know how to respond if the emergency cord is pulled? Do all staff know and is it clearly marked for users too that the emergency cord must hang freely down to the ground? 'tucking it away' for safety round handles etc renders it wholly ineffective as someone who has fallen to the floor and needs assistance will not be able to reach it.</p> <p>2) Licensed bars etc may not be appropriate for some users. Loud music, rowdy clientele etc. Relying on fast food restaurants for public toilets could present issues for families of children whose impairments may mean they cannot separate using the facilities with visiting for food meaning families risk a meltdown to go in to use loo and come out without buying food etc.</p> <p>3) While having more toilets available in more locations by using businesses, offices etc across the town would be a positive the management of quality and customer service will be important to ensure people are not having a negative experience. Consistent access is so important and still having a municipal facility would be one way of providing this.</p> <p>If current facilities in public spaces like parks are reduced this will severely impact people whose conditions mean they need to be near a toilet facility at all times (this is more people than you think and can include people with temporary impairments such as post-natal women). Having to walk from a park some distance to a local business could cause undue physical and emotional distress. We need toilets in more of the town's parks, open and available consistently, not less.</p>
PATA	No response
Highbury Club (VIPs)	<p>only request for the décor of the accessible/disabled toilets to be 'visually-impaired-friendly'. Something quite minor (in cost) can make a huge difference to a vip's independence.</p> <p>Example: I took my group to a restaurant recently which I had checked had a nice, roomy, accessible toilet. However, my vip friend needed me to take her right into it rather than just show her the door as it was completely white and she couldn't differentiate the sanitary-ware from the walls etc.</p>
National Star	No response
Accessibility Forum	<p>I don't use the public toilets in the parks etc. very often. I tend to use the ones in Caffé Nero/Marks and Spencer where I can access them independently with my guide dog. I would feel very vulnerable going to the public ones in the park.</p>

Appendix B

Public Consultation Responses

A summary of the responses to questions 1-3 are included in section 3.6 of the report.

Detailed responses to questions 1-3 are to be found in a separate attachment

[\\mudata\Shared Data\Special Projects\Public Toilets\Consultation\Final export - Data All 190927\Proposals for the future of public toilets in Cheltenham.xlsx](#)

Demographic Responses – questions 4-10

Please note that questions from this point on were optional

Question 4: Are you a resident of the Cheltenham Borough area?

Response Overview: 87.5% of responders are residents of Cheltenham Borough, however those from outside of the Borough will still have valid opinions, as they may live in areas outside of the Borough but work in the town e.g. residents of Bishops Cleeve and Woodmancote

Question 5: What is your gender?

Response Overview: Over 63% of responders identified as female, with over 31% identifying as male

Question 6: What is your age group?

Response Overview: There was a wide spread of ages responding to the consultation, which was encouraging to see. Very few respondents were in the over 75's bracket, however this may be due to the fact that the consultation was online and the aged population possibly does not have access to online solutions. The majority of responders (over 41%) were within the age range of 45-64

Question 7: Which of the following categories best describes your employment status?

Response Overview: The employment status of responders was as follows:

- Employed >47%
- Not Employed >7%
- Retired >34%
- Disabled >4%

This broad spectrum of employment status' is encouraging, as the results of the consultation can be seen to encompass the opinions of the diverse nature of those living in the Borough, and so can be considered a fair representation of the population as a whole

Question 8: Which race/ethnicity best describes you?

Response Overview: Over 86% of responders stated that they were White/White British. This is slightly disappointing as it would have been nice to have had a slightly more diverse cross section of those living and working in the Borough

Question 9: Do you identify as having a disability or impairment in any way?

Response Overview: For responders to this question, the results were as follows:

Disabled >28%

Not Disabled >61%

Prefer Not To Say 10%

This spectrum is encouraging, as it would suggest that the responders will have given due consideration to their needs, which in turn should have assisted in providing thoughtful feedback

Question 10: What is your religion, if any?

Response Overview: The responders, by and large, split into 2 categories:

Christian (including Catholic) >34%

No Religion >51%

Appendix C

Realigned Costs for Option 3

OPTION 1 Retain and invest in the facilities currently operational

Current Revenue Running Costs

	Bath Terrace	Imperial Gardens	Montpellier Gardens	Pittville Park	Changing Places Pittville Park	Royal Well	Sandford Park	Ambrose Street	Town Centre East	Total						
Ubico Costs	£ 6,859	£ 11,156	£ 22,070	£ 26,898	£ -	£ 22,070	£ 8,581	£ -	£ -	£ 97,633						
Utilities - Electricity	£ 725	£ 1,180	£ 2,334	£ 2,845	£ -	£ 2,334	£ 908	£ -	£ -	£ 10,327						
Utilities - Water	£ 466	£ 758	£ 1,500	£ 1,828	£ -	£ 1,500	£ 583	£ -	£ -	£ 6,634						
Utilities - Sewerage & Drainage	£ 531	£ 863	£ 1,708	£ 2,082	£ -	£ 1,708	£ 664	£ -	£ -	£ 7,556						
Compliance	£ 167	£ 756	£ 357	£ 508	£ 2,500	£ 364	£ 52	£ -	£ -	£ 4,704						
Maintenance	£ 5,706	£ 4,446	£ 7,816	£ 6,603	£ 600	£ 8,336	£ 1,432	£ -	£ -	£ 34,939						
Business Rates	£ 2,470	£ 1,656	£ 2,928	£ -	£ -	£ 1,646	£ -	£ -	£ -	£ 8,700						
Contribution	£ -	£ 14,600	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ 14,600						
Current Revenue Running Costs	£ 16,925	£ 6,215	£ 38,712	£ 40,764	£ 3,100	£ 37,958	£ 12,220	£ -	£ -	£ 155,893						
Adjusted by																
New Revenue Costs Yr 1	£ 16,925	£ 6,215	£ 38,712	£ 40,764	£ 3,100	£ 37,958	£ 12,220	£ -	£ -	£ 155,893	£ 15,589					
Annual Saving NNDR Yr2-10	-£ 2,470	-£ 1,656	-£ 2,928	£ -	£ -	-£ 1,646	£ -	£ -	£ -	-£ 8,700						
NEW Revenue Saving Yr2-10	£ 14,455	£ 4,559	£ 35,784	£ 40,764	£ 3,100	£ 36,311	£ 12,220	£ -	£ -	£ 147,193	£ 132,474					
Refurbishment costs next 10 years	£ 200,000	£ 200,000	£ 250,000	£ 60,000		£ 225,000	£ 88,000	£ -	£ -	£ 1,023,000						
												£ 148,063	£ 1,023,000	£ -	£ -	
												Rounded	£ 148,000	£ 1,023,000	£ 2,503,000	
												Annual Revenue Costs	10 Year Refurbishment Costs (PMP)	New Capital Expenditure	Total 10 Year Cost	Annualised Cost for comparative purposes

OPTION 3 Retain Selective facilities and seek community partnership initiative to provide public access to additional facilities

Current Revenue Running Costs

	Close	Close	Retain	Retain	Retain	Close	Retain	Close	Close	Total					
	Bath Terrace	Imperial Gardens	Montpellier Gardens	Pittville Park	Changing Places Pittville Park	Royal Well	Sandford Park	Ambrose Street	Town Centre East	Total					
Ubico Costs	£ 6,859	£ 11,156	£ 22,070	£ 26,898	£ -	£ 22,070	£ 8,581	£ -	£ -	£ 97,633					
Utilities - Electricity	£ 725	£ 1,180	£ 2,334	£ 2,845	£ -	£ 2,334	£ 908	£ -	£ -	£ 10,327					
Utilities - Water	£ 466	£ 758	£ 1,500	£ 1,828	£ -	£ 1,500	£ 583	£ -	£ -	£ 6,634					
Utilities - Sewerage & Drainage	£ 531	£ 863	£ 1,708	£ 2,082	£ -	£ 1,708	£ 664	£ -	£ -	£ 7,556					
Compliance	£ 167	£ 756	£ 357	£ 508	£ 2,500	£ 364	£ 52	£ -	£ -	£ 4,704					
Maintenance	£ 5,706	£ 4,446	£ 7,816	£ 6,603	£ 600	£ 8,336	£ 1,432	£ -	£ -	£ 34,939					
Business Rates	£ 2,470	£ 1,656	£ 2,928	£ -	£ -	£ 1,646	£ -	£ -	£ -	£ 8,700					
Contribution	£ -	£ 14,600	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ 14,600					
Current Revenue Running Costs	£ 16,925	£ 6,215	£ 38,712	£ 40,764	£ 3,100	£ 37,958	£ 12,220	£ -	£ -	£ 155,893					
Adjusted by															
Remove Ubico Saving	-£ 9,351	-£ 8,599				-£ 17,013				-£ 34,964					
Remove Other costs	-£ 10,066	£ 4,941				-£ 15,888		£ -	£ -	-£ 21,014					
Add back NNDR, costs will be until asset disposal	£ 2,470	£ 1,656				£ 1,646		£ -	£ -	£ 5,772					
Community Partners 10 @ £500										£ 5,000					
New Revenue Costs Yr 1	-£ 22	£ 4,212	£ 38,712	£ 40,764	£ 3,100	£ 6,703	£ 12,220	£ -	£ -	£ 110,688	£ 11,069				
Annual Saving NNDR Yr2-10			-£ 2,928	£ -	£ -		£ -			-£ 2,928					
NEW Revenue Saving Yr2-10	-£ 22	£ 4,212	£ 35,784	£ 40,764	£ 3,100	£ 6,703	£ 12,220	£ -	£ -	£ 107,760	£ 96,984				
Refurbishment costs next 10 years	£ -	£ -	£ 250,000	£ 60,000	£ -	£ -	£ 143,000	£ -	£ -	£ 453,000					
												Total	£ 108,053	£ 453,000	£ 453,000
												Rounded	£ 108,000	£ 453,000	£ 453,000
												Annual Revenue Costs	10 Year Refurbishment Costs (PMP)		

Appendix D Risk Assessment

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 officer	Transferred to risk register	Risk Status
		Owner										
1.01	If Cheltenham Borough Council is unable to develop a community partnership with suitable businesses to provide fit for purpose facilities then there may be a reduction in the number of public conveniences that are currently available.	MS	29/05	4	3	12	Reduce	Engagement with Cheltenham BID to support the initiative will assist with developing partnerships. Plan to approach more businesses that required to increase options Consult with partners to understand detailed requirements of our PSED	tbc	JS	N	open
1.02	If the proposals are determined to be detrimental to Cheltenham's amenity provision by residents then the reputation of the council will be damaged	MS	29/05	2	4	8	Reduce	Ensure that communications stress the benefits of the proposals to residents. Provide clear information about the toilets available as part of the community partnership on CBC website. Provide clear signage for businesses involved in the community partnership scheme.	tbc	Comms	N	Open
1.03	If the proposals are determined to be detrimental to Cheltenham's amenity provision by visitors then	MS	29/05	2	3	6	Reduce	Ensure that communications stress the benefits of the proposals to visitors. Share information with	tbc	Comms	N	open

	there could be a detrimental impact on tourism								Marketing Cheltenham Provide clear information about the toilets available as part of the community partnership on CBC and Visit Cheltenham websites. Provide clear signage for businesses involved in the community partnership scheme.				
1.04	If the proposals are determined to be detrimental to Cheltenham's amenity provision by those with specific needs then the council could be accused of being unsupportive to disadvantaged groups.	MS	29/05	3	3	9	Reduce	Consult with partners to ensure the community partnership initiative delivers facilities suitable for all residents and visitors and PSED is considered. Ensure that communications stress the benefits of the proposals to residents. Provide clear information about the toilets available as part of the community partnership initiative on CBC website. Provide clear wayfinding signage to businesses involved in the community partnership scheme. Engage with 3 rd sector organisations to ensure information is available to those groups with specific needs.	tbc	JS	N	Open	

1.05	If the costs of refurbishment of the retained toilets has been underestimated then the business case will not deliver the level of benefits identified in this document	PJ	29/05	3	3	9	Accept	Ensure refurbishment costs are competitive and design brief details cost effective requirements	tbc	Property	N	Open
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APPENDIX E

Equality impact assessments – for services, policies and projects

Background

Name of service / policy / project and date	The Future of Public Convenience Provision – Consultation Output
Lead officer	Mark Sheldon, Director of Projects
Other people involved in completing this form	Jane Stovell, Project Manager Louise Forey, Participation and Engagement Team Leader

Step 1 - About the service / policy / project

What is the aim of the service / policy / project and what outcomes is it contributing to	<p>The project aim is to improve access to public conveniences for residents and visitors; to identify and generate cost savings to offset the additional costs of the providing the Changing Places facilities and realise the commercial potential from rationalisation of the public conveniences in the town centre; refurbish/replace the retained toilets and develop alternative partnership initiatives that will increase the choice of amenities available to the public.</p> <p>These outcomes contribute to enable our people, communities and environment to thrive. The project also contributes to our principles within the Corporate Plan to “be commercially focused where needed and become financially self-sufficient to ensure we can continue to achieve value for money for the taxpayer”.</p>
Who are the primary customers of the service / policy / project and how do they / will they benefit	<p>The public, both residents and visitors are the customers of this project.</p> <p>Providing public access to a greater number of well-maintained toilet facilities, with increased opening hours, and investing in improvements to council owned facilities will contribute to improving the town centre and providing strong healthy inclusive communities.</p>

How and where is the service / policy / project implemented	The scope of the project covers Cheltenham Town centre and central parks
What potential barriers might already exist to achieving these outcomes	Ability to develop community partnerships with businesses that would provide sufficient suitable accessible toilet facilities

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

What existing information and data do you have about your existing / potential customers e.g. Statistics, customer feedback, performance information	<p>Consultation has been undertaken with third sector partners, members of the public and businesses to understand more their needs and expectations.</p> <p>Previous consultation specific to those with complex disabilities was undertaken as part of the CBC Changing Places project.</p> <p>Research and Government guidance (March 2008 and November 2008) encouraging local authorities to provide better access and better quality toilets, provides useful information when considering Community Partnership Toilet Schemes –</p> <ul style="list-style-type: none"> • Promotion of scheme • Signage both external and within the business facility • Accessibility for those with disabilities • Consideration of the nature of the business (e.g. single women or people with specific religious beliefs may not be comfortable using a pub toilet) • Range of businesses to meet needs at different times of the day • Improvements to poor quality facilities that attract anti-social activity
What does it tell you about who uses your service / policy and those that don't?	<ul style="list-style-type: none"> • Anyone may need to use a public toilet. • Some people are comfortable using public facilities within businesses whilst others feel they should only use these facilities if they are a customer of said business. • Some people feel vulnerable using council facilities due to perceived isolated environment or threat of anti-social behaviour. • Some people cut short their time spent in the town centre as do not feel comfortable using a public facility at all • Council facilities opening hours do not always support the business hours within the town.
What have you learnt about real barriers to your service from any consultation with customers and any stakeholder groups?	Genuine or perceived safety levels and current opening hours appear to be a barrier to provision of a useful amenity for the town

If not, who do you have plans to consult with about the service / policy / project?	
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Step 3 - Assessing 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
Ethnicity / Race	Public and third sector Consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice for the user	
Sex	Public Consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice for the user	
Gender Reassignment	Public Consultation & LGBTQ+ consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice for the user	
Age	Public Consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice and easy access for the user	
Disability	Public and third sector Consultation	Select accessible inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice and easy access for the user	
Religion or belief	Public and third sector Consultation	Select inappropriate businesses to join	Ensure the community partnership scheme engages with a variety of	

		the community partnership scheme	businesses to provide choice for the user	
Sexual orientation	Public Consultation & LGBTQ+ consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice for the user	
Marriage and Civil Partnership	Public Consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice for the user	
Pregnancy & Maternity	Public Consultation	Select inappropriate and inaccessible businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice and easy access for the user	
Other socially excluded groups or communities	Public Consultation	Select inappropriate businesses to join the community partnership scheme	Ensure the community partnership scheme engages with a variety of businesses to provide choice and easy access for the user	

Step 4 - what are the differences

Are any groups affected in different ways to others as a result of the service / policy / project?	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 facilities within the town centre. People with disabilities that currently use the facilities may need to consider planning alternative pedestrian routes around the town to ensure ease of access to facilities in new locations.
Does your service / policy / project either directly or indirectly discriminate?	No
If yes, what can be done to improve this?	
Are there any other ways in which the service / project can help support priority communities in Cheltenham?	Promotion of the community partnership scheme needs to consider those who are visually impaired. Ensuring refurbishment of retained council facilities is undertaken in line with relevant Equality and Disability legislation.

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Step 5 – taking things forward

What are the key actions to be carried out and how will they be resourced and monitored?	It is essential that the objectives of the Community Partnership Toilet Scheme are achieved and that the locations secured as part of the scheme are fit for purpose for all residents and visitors and successfully promoted through various channels, prior to implementing closure of existing facilities
Who will play a role in the decision-making process?	Propose to engage CBC community partnerships officers and partners to ensure no group is disadvantaged in decisions on the location and facilities on offer as part of the community partnership scheme.
What are your / the project's learning and development needs?	Discuss with partner groups the most appropriate way to promote the new facilities and ensure people are aware of the scheme.
How will you capture these actions in your service / project planning?	Captured as part of the project risks and individual considerations when determining locations and businesses to engage with as part of the Community Partnership Scheme