

## Appendix A

# Waveney District Council Public Convenience Review 2015

# Review Objective

- To provide Waveney District Council with a comprehensive, informative and balanced means to review public convenience provision within the district.

# Local Authority Requirements

- While the district, town and parish councils are empowered by section 87 of the Public Health Act 1936 to provide public conveniences, there is no statutory duty for provision. The service is therefore discretionary.
- Waveney District Council currently operates 28 public conveniences

# Current Public Convenience Provision

Parish	Name
Beccles	Blyburgate Car Park
	Hungate Car Park
	Old Market
	Beccles Quay
Bungay	Cross Street
	Priory Lane
Corton	Bakers Score
Halesworth	Market Place
	Town Park
	Thoroughfare Car Park
Kessingland	Church Road
Lowestoft	Gordon Road
	Lowestoft Cemetery
	Sparrows Nest Park
	Triangle Market
	Jubilee Parade South
	Kensington Gardens Park
	Kirkley Cemetery
	Normanston Park
	Pakefield Street
	Royal Plain
	Jubilee Parade North
Oulton Broad	Nicholas Everitt Park
	The Boulevard
Southwold	Church Green
	Ferry Road
	Harbour
	The Pier

# Current Operational Expenditure

- Waveney District Council estimated operational running costs to maintain all existing Public Conveniences for the next 5 years

£2, 183, 949

# Presentation of Data

- A previous review was undertaken in 2004
- 2015 review based on model first undertaken for Suffolk Coastal District Council in 2005
- The review adopted a similar approach to data collation
- The collation and calculation of findings results in an overall scoring scheme
- Scoring scheme has 9 categories with weightings
- The scoring scheme is known as the 'Decision Matrix'

# Decision Matrix Elements

Decision matrix categories	Explanation	% weighting
Ownership	Do WDC own the land and building?	10
Current Usage per hr (summer)	Using Infra-red people counters for minimum of 4-week period	15
Current Usage per hr (winter)	Using Infra-red people counters for minimum of 4-week period	10
Usage value to the community	Subjective assessment based on importance to tourism, local commerce and resident leisure activities	15
Running Costs £ per m2	Including rates, repairs and planned maintenance, labour hours for cleaning , consumables (soap etc.)	15
Present Condition	Based on information obtained by NPS	7.5
Life Expectancy	anticipated lifespan of property	7.5
% expenditure to value	comparison between running costs against overall asset value	10
Compliance With Quality Standard	Based on 10 industry standard KPI's	10

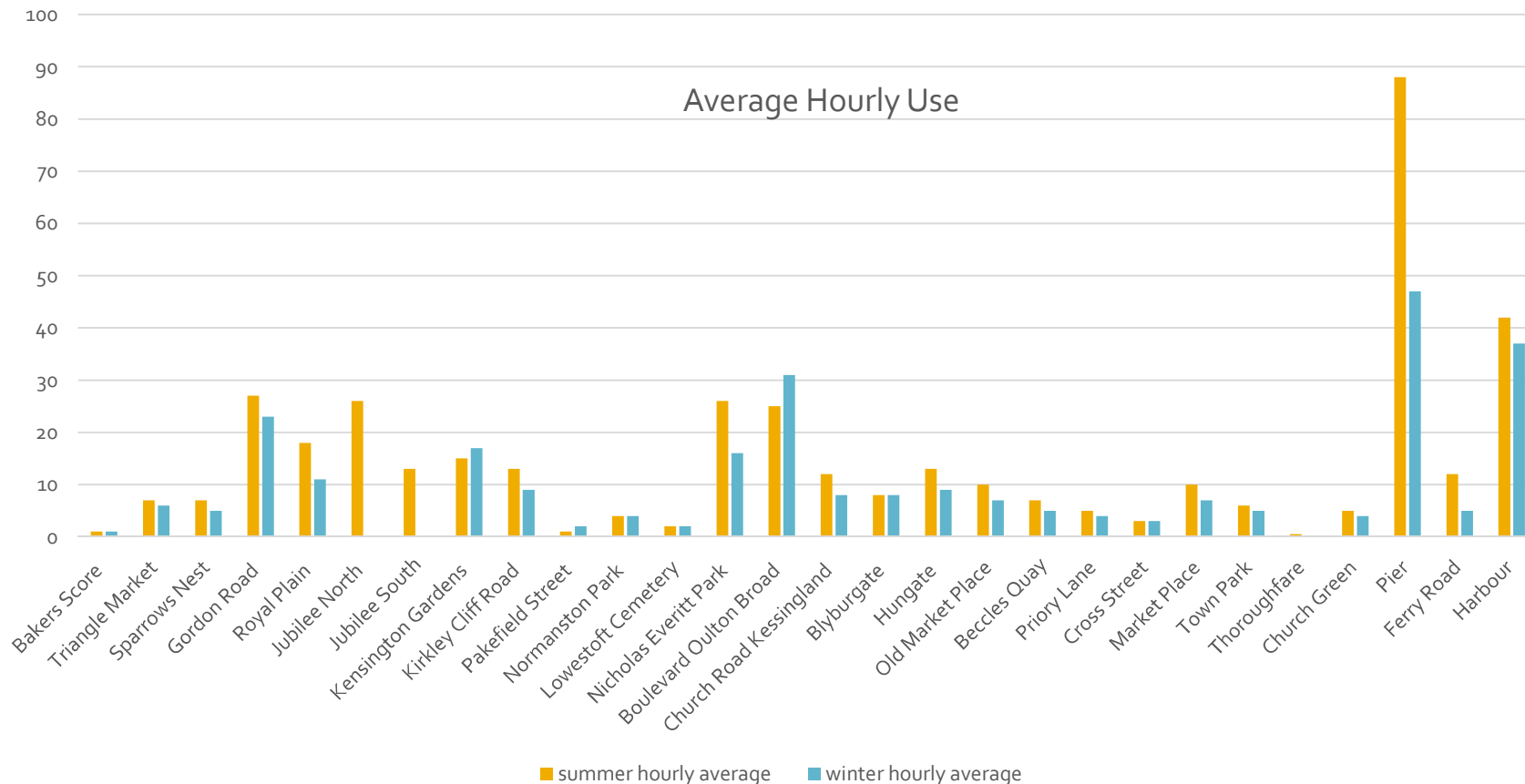
# Decision Matrix – Key Points

- A full breakdown of scoring criteria and outcomes is available as part of the supporting documentation
- Key focus points :
  - Usage
  - Running Costs
  - Value to the Community
  - Present Condition
  - Quality Standard Compliance



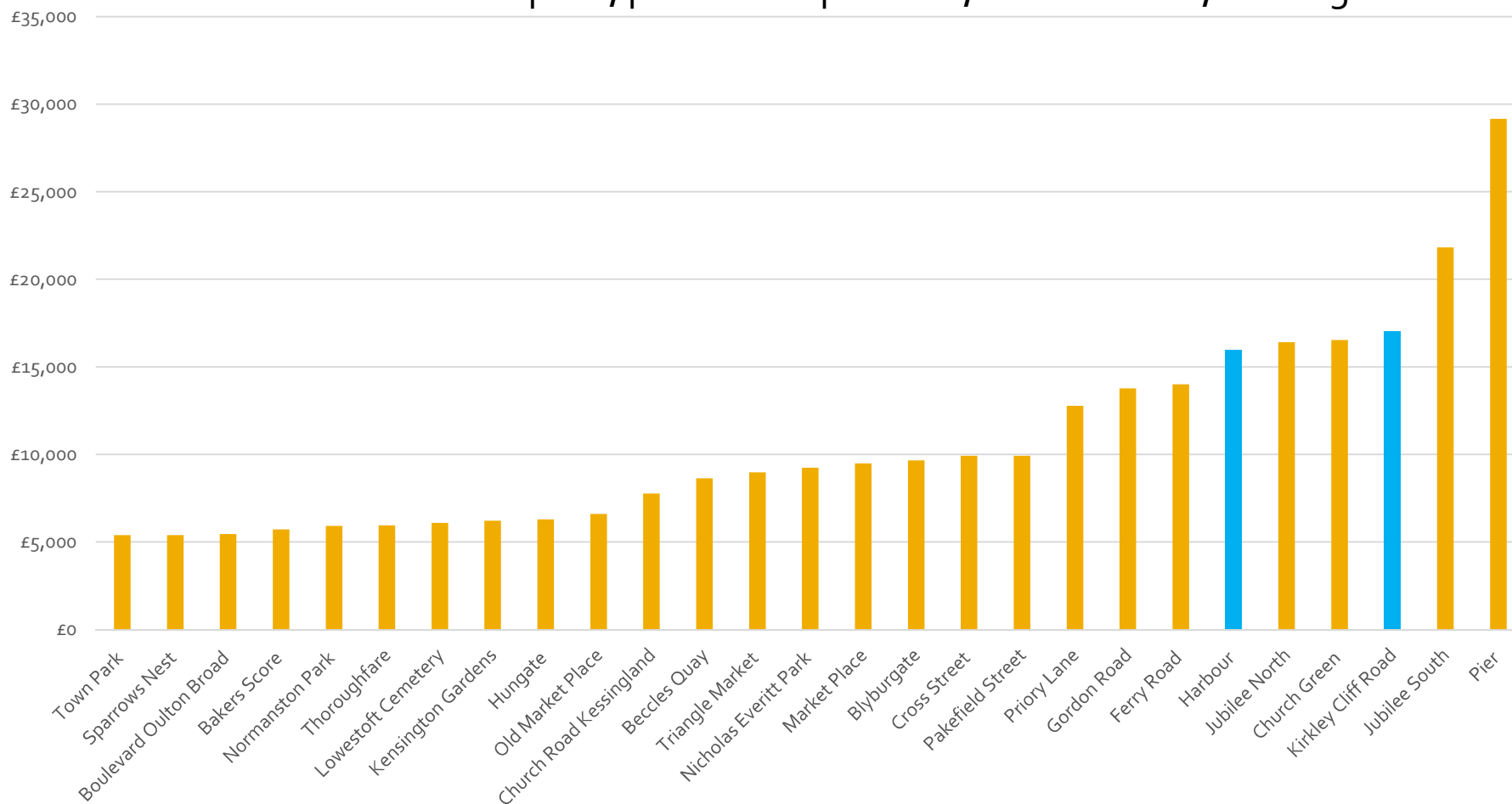
# Usage Analysis – Waveney DC

Electronic Infra-red people counters installed.  
Readings collated over a four week period.



# Waveney DC Annual Running Costs

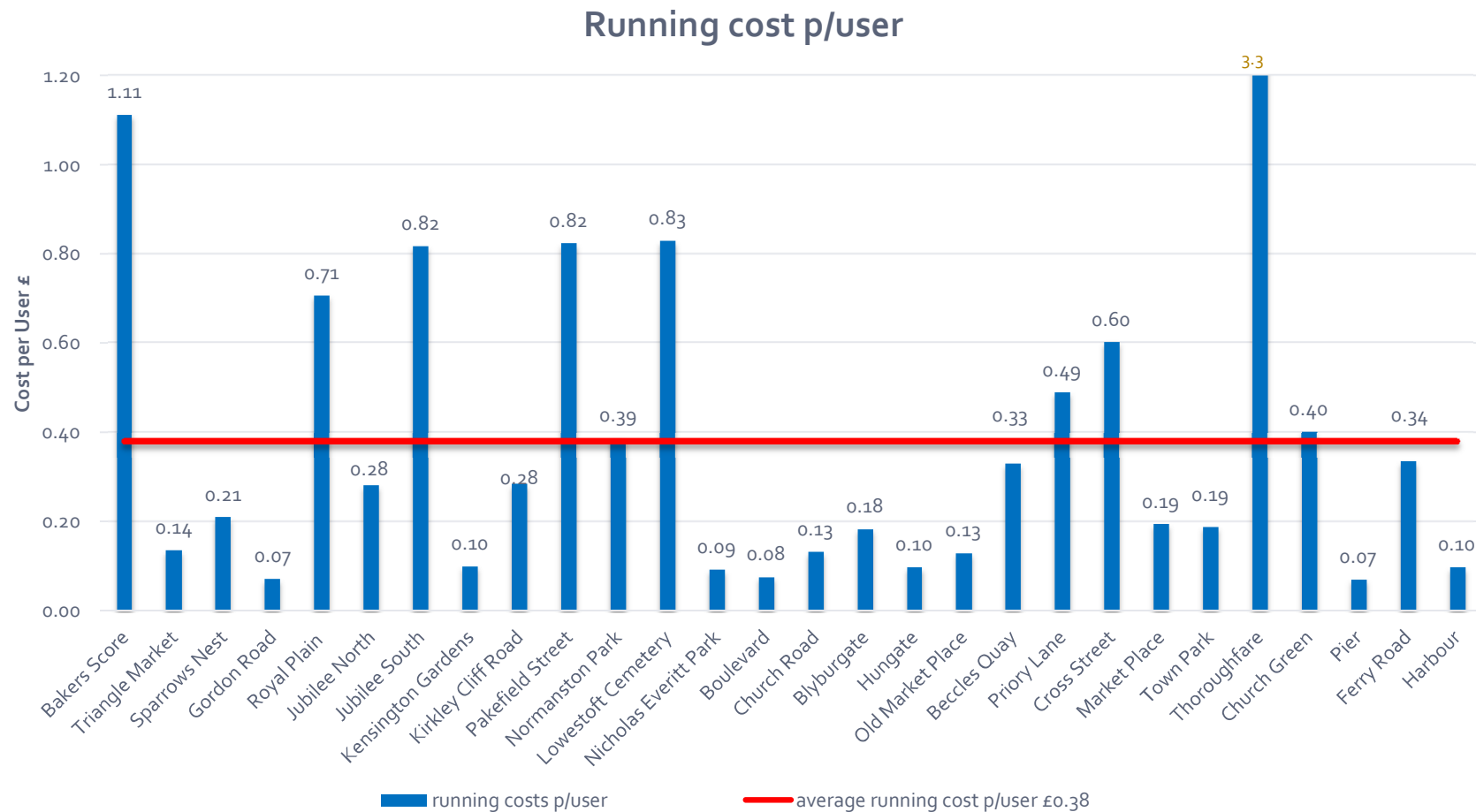
Includes reactive repairs, planned inspections, consumables, staffing costs



Blue denotes seasonal opening toilets

# Five year predicted expenditure

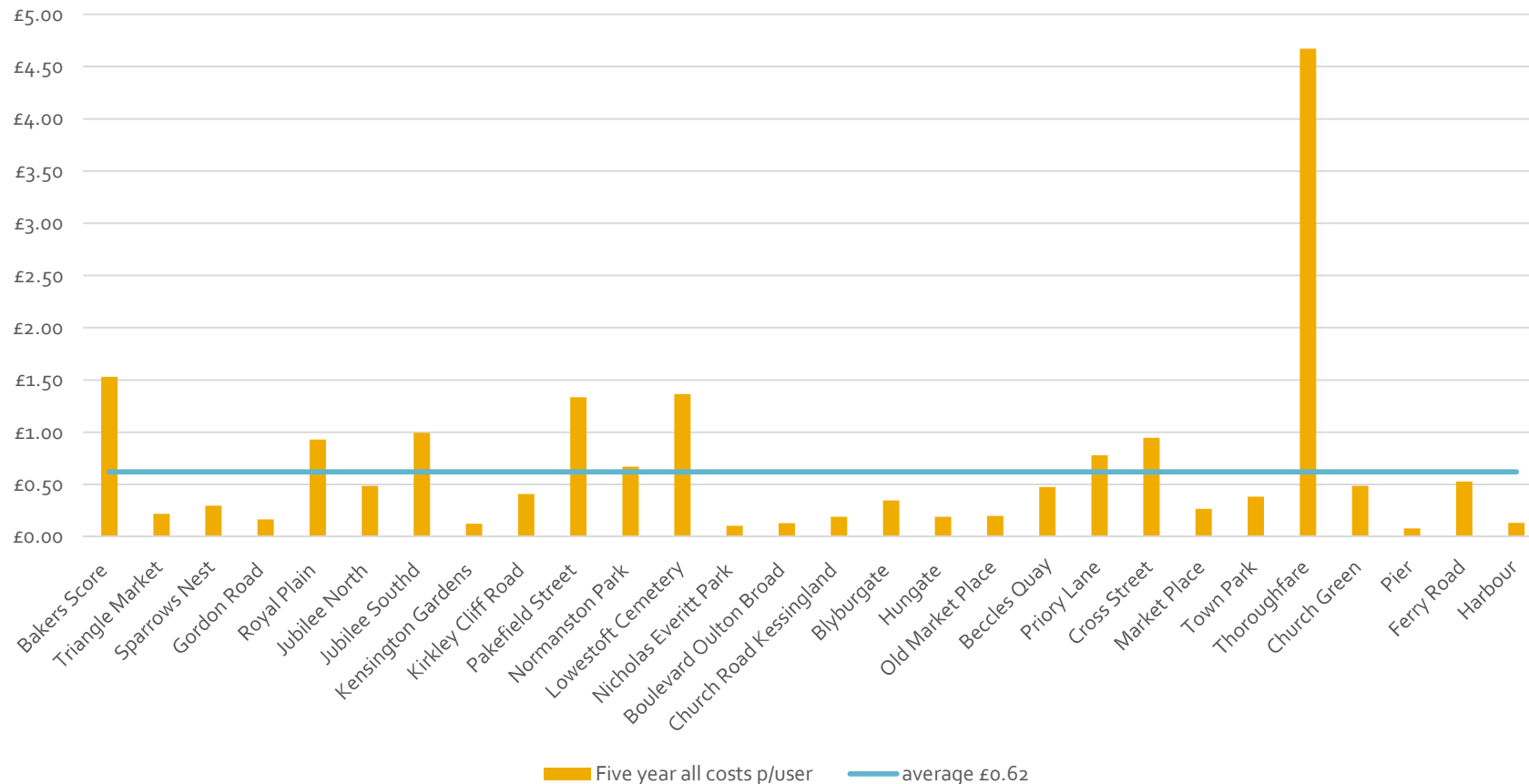
Running costs + planned upgrade costs



# Five year predicted total expenditure per user

(Running costs + Planned costs) ÷ Annual usage per public convenience

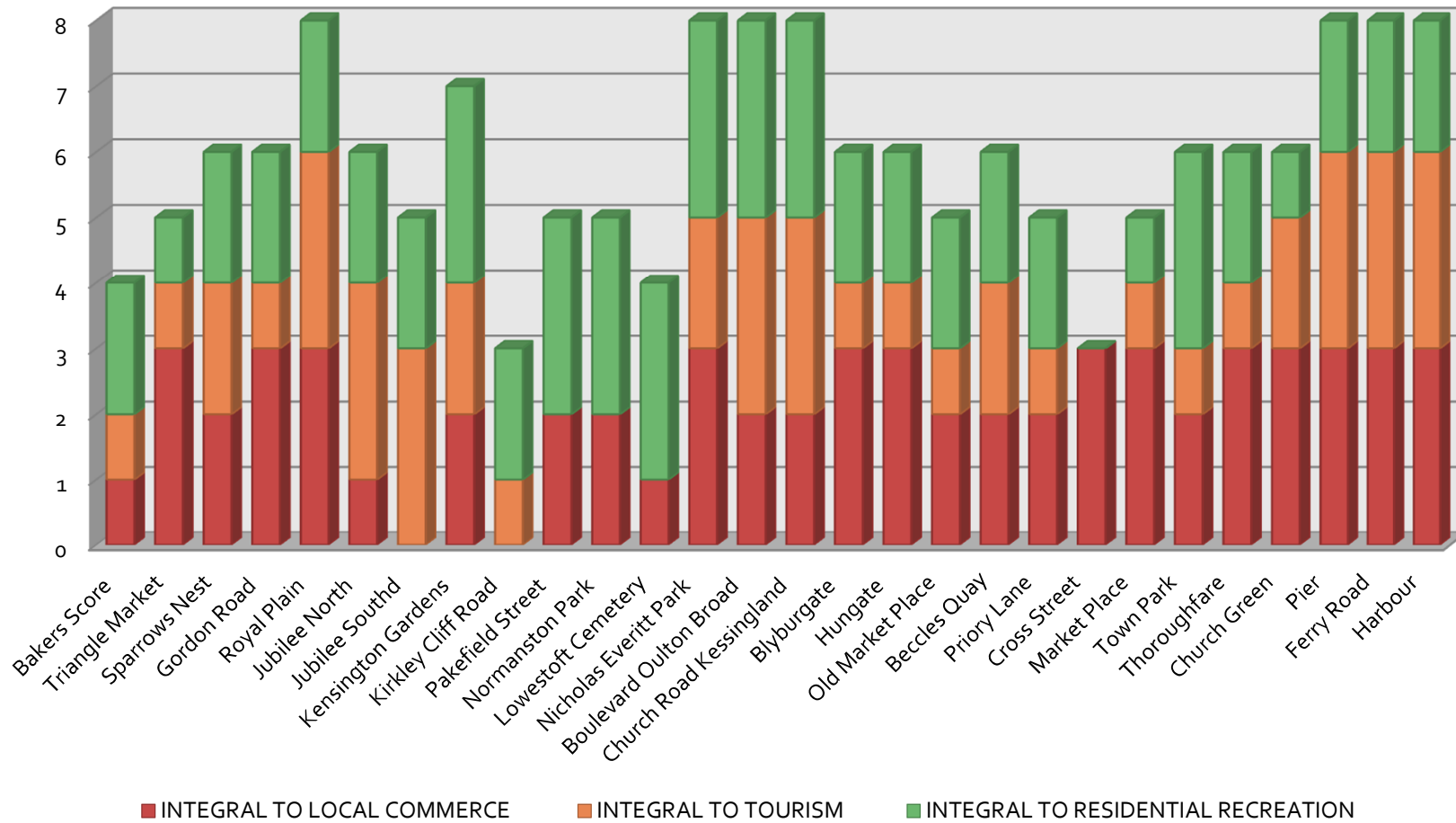
Five year planned & running costs p/user



# Usage Value to the community

- Calculated using 3 criteria
  1. Integral to **local commerce** = 0-3 points
  2. Integral to **Tourism** = 0-3 points
  3. Integral to **residential recreation** = 0-3 points

# Usage Value to the community – Waveney District Council



# Present Condition of Toilets

- Condition Surveys undertaken- very subjective and based on below criteria only
- Assessing condition of:
  - Building fabric
  - Sanitary ware
  - Mechanical & Electrical equipment
- Rated either Excellent, Good, Average, Poor or Very Poor

# Condition Survey Findings

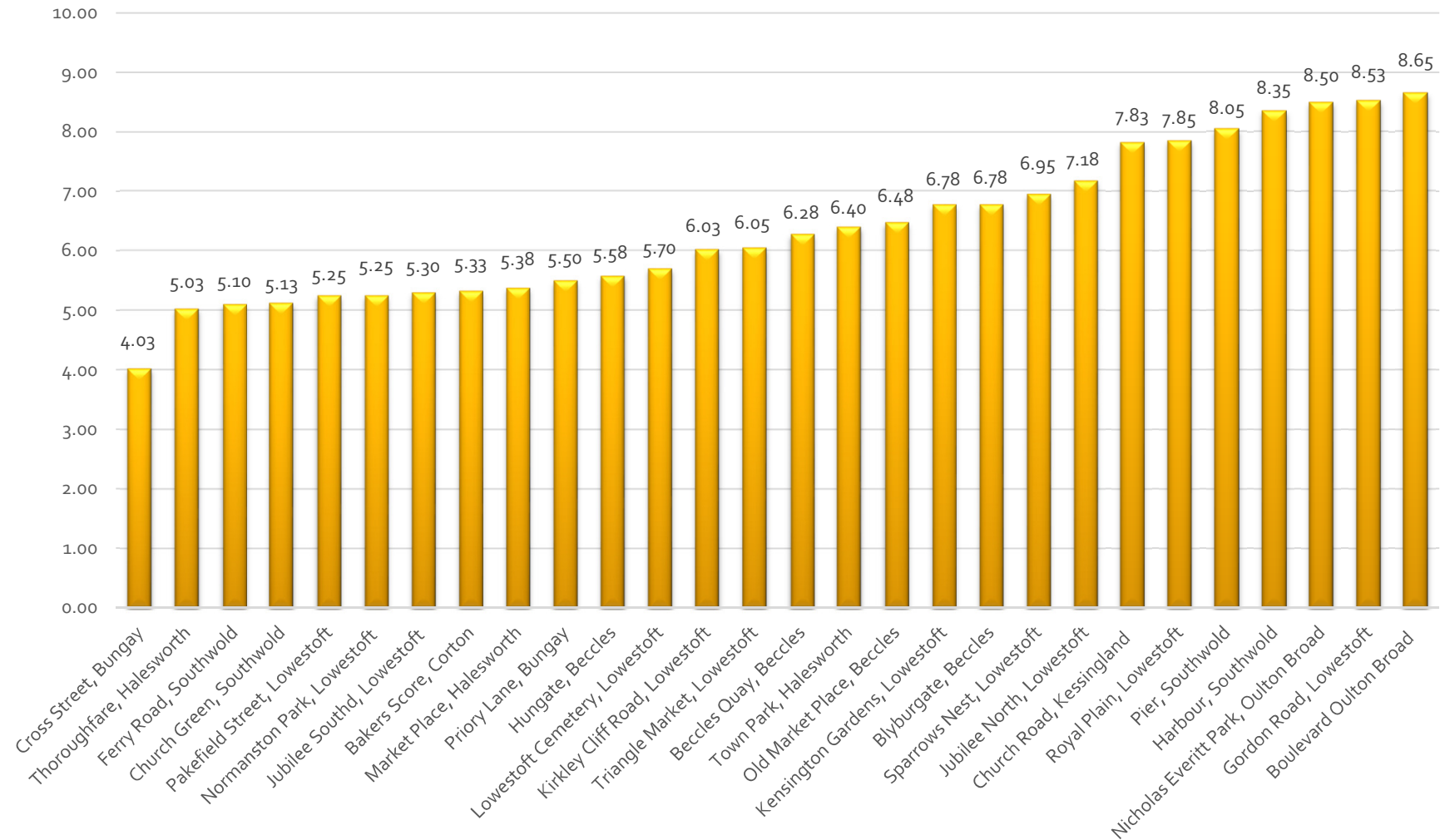
Excellent	Good	Average	Poor	Very Poor
	Church Green, Southwold Harbour, Southwold The Pier, Southwold Blyburgate Car Park, Beccles Old Market, Beccles Beccles Quay, Beccles Priory Lane, Bungay Bakers Score, Corton Market Place, Halesworth Thoroughfare Car Park, Halesworth Church Road, Kessingland Gordon Road, Lowestoft Lowestoft Cemetery, Lowestoft Sparrows Nest Park, Lowestoft Triangle Market, Lowestoft Kensington Gardens Park, Lowestoft Kirkley Cemetery, Lowestoft Royal Plain, Lowestoft Jubilee Parade North, Lowestoft	Town Park, Halesworth Jubilee Parade South, Lowestoft Normanston Park, Lowestoft Pakefield Street, Lowestoft	Ferry Road, Southwold Hungate Car Park, Beccles Cross Street, Bungay	



# Compliance with Quality Standard

- Based on ten “industry standard” items:
  - Adequate directions and signage to the toilets for pedestrian and car users, with notices inside the toilets to say who is responsible and who to contact
  - Hot and cold running water to wash basins. Anti-scald devices on hot water
  - Soap dispensers rather than tablet soap
  - Adequate means of hand drying
  - lockable toilet tissue dispensers
  - Sanitary towel disposal units
  - Maximum practical levels of access for disabled people
  - Properly equipped baby change facilities
  - Good quality lighting, using natural light where practical
  - Minimum use of utilities consistent with achieving the quality standard
- All toilets scored 10 out of 10 except Cross Street (9/10) and Ferry Road (8/10)
  - Cross Street = no nappy changing unit – not practicable due to lack of space
  - Ferry Road = no hot water supply and nappy changing unit

# Overall Matrix Score – out of 10



# Other Information

- Additional data was gathered as part of the public convenience review process
- This additional data does not affect the matrix score but may influence the overall direction the district council chooses to take when considering future provision.

# Other Information

- One item is the possibility of **community provision** for toilets.
- A site survey of all toilets was undertaken
- The question was asked whether any other possible toilet provision was visible from the location
  - i.e. local café, public house, shopping centre etc.

# Community Provision

- Community provision would lead to cost savings in:
  - Labour (cleaning)
  - Maintenance (reactive repairs and planned works)
  - Utilities

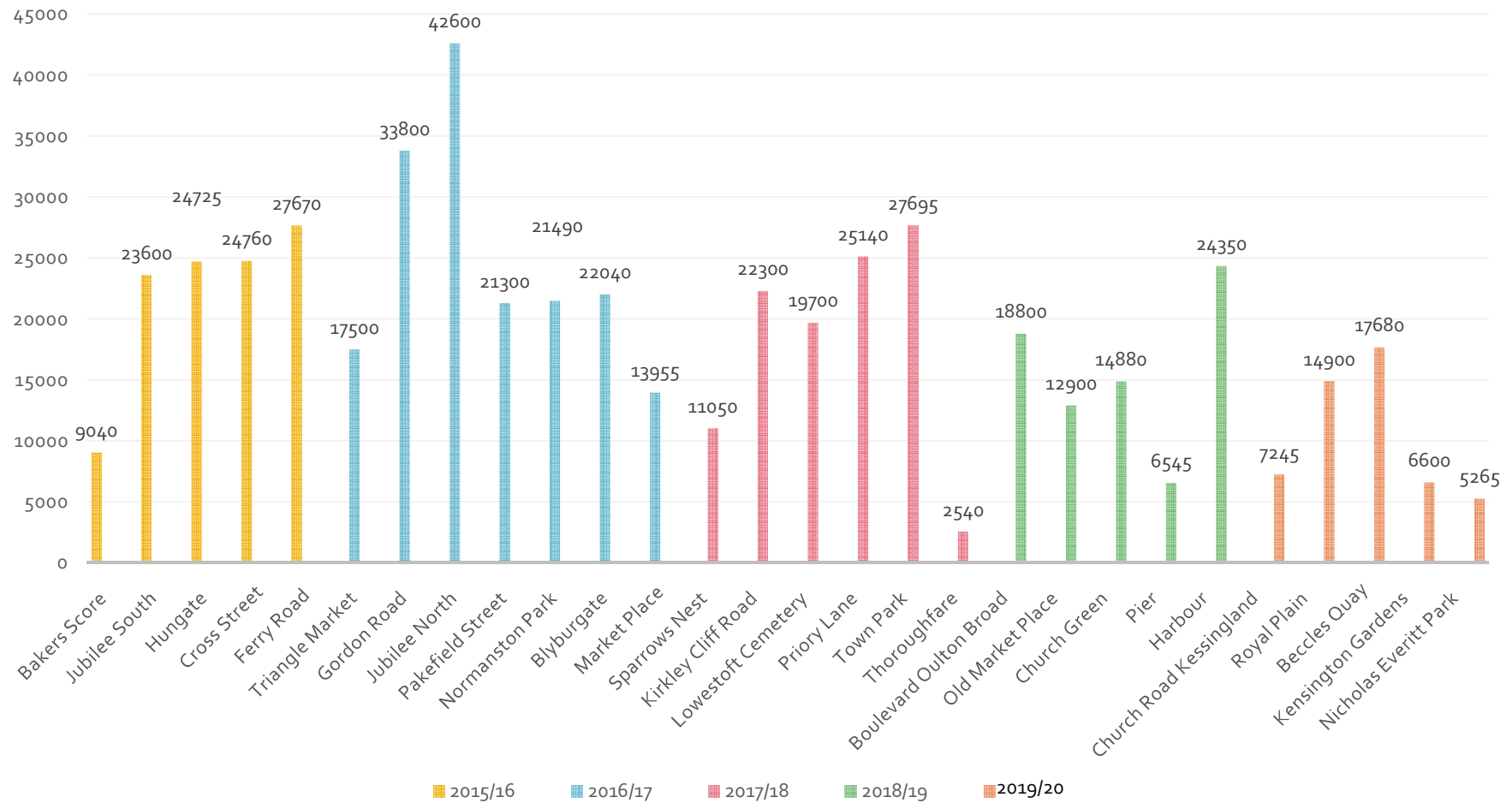
# Community Provision

- No alternate toilet provision was clearly visible from the location of existing WDC public conveniences.

# Capital Refurbishment Plan

- Every public convenience has had a condition survey undertaken
- Condition survey identifies planned refurbishment costs
- Also identifies what year works should be scheduled

# Capital Refurbishment Plan





# Refurbishment cost per user

Site	year of planned refurb	Cost - £'s	annual users	refurbishment cost per user
Bakers Score	2015/16	9,040	4920	£1.84
Jubilee South	2015/16	23,600	26670	£0.88
Hungate	2015/16	24,725	58980	£0.42
Cross Street	2015/16	24,760	15694	£1.58
Ferry Road	2015/16	27,670	37008	£0.75
Market Place	2016/17	13,955	46472	£0.30
Triangle Market	2016/17	17,500	57164	£0.31
Pakefield Street	2016/17	21,300	10632	£2.00
Normanston Park	2016/17	21,490	15270	£1.41
Blyburgate	2016/17	22,040	40670	£0.54
Gordon Road	2016/17	33,800	123638	£0.27
Jubilee North	2016/17	42,600	51240	£0.83
Thoroughfare	2017/18	2,540	1382	£1.84
Sparrows Nest	2017/18	11,050	25646	£0.43
Lowestoft Cemetery	2017/18	19,700	7348	£2.68
Kirkley Cliff Road	2017/18	22,300	52626	£0.42
Priory Lane	2017/18	25,150	22838	£1.10
Town Park	2017/18	27,695	28580	£0.97
Pier	2018/19	6,545	381622	£0.02
Old Market Place	2018/19	12,900	46152	£0.28
Church Green	2018/19	14,880	40050	£0.37
Boulevard Oulton Broad	2018/19	18,800	71314	£0.26
Harbour	2018/19	24,350	159430	£0.15
Nicholas Everitt Park	2019/20	5,265	99306	£0.05
Kensington Gardens	2019/20	6,600	61742	£0.11
Beccles Quay, Beccles	2019/20	17,680	25640	£0.69
Church Road Kessingland	2019/20	7,245	48674	£0.15
Royal Plain	2019/20	14,900	49078	£0.30

# Decision Matrix Findings

- An overall score has been calculated for all public Conveniences.
- Additional data that does not effect the matrix score but may influence the overall direction the district council chooses to take when considering future provision has also been collated.
- The following table identifies positions 1-27 for the key scoring areas of the Decision Matrix.

# Decision Matrix Findings

Top 9 = Green 10-18 = Yellow 19-28 = Red

	Overall score ranking	Usage ranking	Five year running costs ranking	5 year planned refurb ranking	community use ranking
Bakers Score, Corton	21 <sup>st</sup>	27 <sup>th</sup>	4 <sup>th</sup>	6 <sup>th</sup>	25 <sup>th</sup>
Triangle Market, Lowestoft	15 <sup>th</sup>	8 <sup>th</sup>	13 <sup>th</sup>	12 <sup>th</sup>	18 <sup>th</sup>
Sparrows Nest, Lowestoft	9 <sup>th</sup>	20 <sup>th</sup>	2 <sup>th</sup>	7 <sup>th</sup>	9 <sup>th</sup>
Gordon Road, Lowestoft	2 <sup>nd</sup>	3 <sup>rd</sup>	20 <sup>th</sup>	27 <sup>th</sup>	11 <sup>th</sup>
Royal Plain , Lowestoft	6 <sup>th</sup>	11 <sup>th</sup>	28 <sup>th</sup>	11 <sup>th</sup>	1 <sup>st</sup>
Jubilee North, Lowestoft	8 <sup>th</sup>	10 <sup>th</sup>	23 <sup>rd</sup>	28 <sup>th</sup>	11 <sup>th</sup>
Jubilee South, Lowestoft	22 <sup>nd</sup>	19 <sup>th</sup>	26 <sup>th</sup>	20 <sup>th</sup>	18 <sup>th</sup>
Kensington Gardens, Lowestoft	10 <sup>th</sup>	6 <sup>th</sup>	8 <sup>th</sup>	4 <sup>th</sup>	8 <sup>th</sup>
Kirkley Cliff Road, Lowestoft	16 <sup>th</sup>	9 <sup>th</sup>	25 <sup>th</sup>	19 <sup>th</sup>	27 <sup>th</sup>
Pakefield Street, Lowestoft	23 <sup>rd</sup>	25 <sup>th</sup>	18 <sup>th</sup>	16 <sup>th</sup>	18 <sup>th</sup>
Normanston Park, Lowestoft	24 <sup>th</sup>	24 <sup>th</sup>	5 <sup>th</sup>	17 <sup>th</sup>	18 <sup>th</sup>
Lowestoft Cemetery, Lowestoft	17 <sup>th</sup>	26 <sup>th</sup>	7 <sup>th</sup>	15 <sup>th</sup>	25 <sup>th</sup>
Nicholas Everitt Park, Oulton Broad	3 <sup>rd</sup>	4 <sup>th</sup>	14 <sup>th</sup>	2 <sup>nd</sup>	1 <sup>st</sup>
Boulevard, Oulton Broad	1 <sup>st</sup>	5 <sup>th</sup>	3 <sup>rd</sup>	14 <sup>th</sup>	1 <sup>st</sup>
Church Road, Kessingland	7 <sup>th</sup>	12 <sup>th</sup>	11 <sup>th</sup>	5 <sup>th</sup>	1 <sup>st</sup>
Blyburgate, Beccles	11 <sup>th</sup>	15 <sup>th</sup>	16 <sup>th</sup>	18 <sup>th</sup>	11 <sup>th</sup>
Hungate, Beccles	18 <sup>th</sup>	7 <sup>th</sup>	9 <sup>th</sup>	22 <sup>nd</sup>	11 <sup>th</sup>
Old Market Place, Beccles	12 <sup>th</sup>	14 <sup>th</sup>	10 <sup>th</sup>	8 <sup>th</sup>	18 <sup>th</sup>
Beccles Quay, Beccles	14 <sup>th</sup>	21 <sup>st</sup>	12 <sup>th</sup>	13 <sup>th</sup>	11 <sup>th</sup>
Priory Lane, Bungay	19 <sup>th</sup>	22 <sup>nd</sup>	19 <sup>th</sup>	24 <sup>th</sup>	18 <sup>th</sup>
Cross Street, Bungay	28 <sup>th</sup>	23 <sup>rd</sup>	17 <sup>th</sup>	23 <sup>rd</sup>	27 <sup>th</sup>
Market Place, Halesworth	20 <sup>th</sup>	13 <sup>th</sup>	15 <sup>th</sup>	9 <sup>th</sup>	18 <sup>th</sup>
Town Park, Halesworth	13 <sup>th</sup>	18 <sup>th</sup>	1 <sup>st</sup>	26 <sup>th</sup>	11 <sup>th</sup>
Thoroughfare, Halesworth	27 <sup>th</sup>	28 <sup>th</sup>	6 <sup>th</sup>	1 <sup>st</sup>	9 <sup>th</sup>
Church Green, Southwold	25 <sup>th</sup>	16 <sup>th</sup>	24 <sup>th</sup>	10 <sup>th</sup>	11 <sup>th</sup>
Pier, Southwold	5 <sup>th</sup>	1 <sup>st</sup>	27 <sup>th</sup>	3 <sup>rd</sup>	1 <sup>st</sup>
Ferry Road, Southwold	26 <sup>th</sup>	17 <sup>th</sup>	21 <sup>st</sup>	25 <sup>th</sup>	1 <sup>st</sup>
Harbour, Southwold	4 <sup>th</sup>	2 <sup>nd</sup>	22 <sup>nd</sup>	21 <sup>st</sup>	1 <sup>st</sup>

# Introduction of charged use

- As part of the review, the issue of introducing charges for public conveniences was investigated.
- The Council can decide to make a charge for using public toilets under:
- **Section 93 of the Local Government Act 2003 and Section 3 of the Localism Act 2011**
  - A local authority can only charge where it is exercising a discretionary function
  - A local authority must only recover costs, not make profits through charging
  - Include general powers of competence section 1 localism act 2011

# Introduction of charged used

- Costs to install and maintain pay units were obtained.
- Predictions were made on recovery of costs and payback period based on:
  - Usage figures
  - Estimated decrease of usage following implementation of charging regime
  - Estimated start up costs obtained from supplier
- WDC currently charges for use at Royal Plain, Lowestoft.
- Southwold Town Council have recently introduced charging at the refurbished Killcott toilets

# Costs associated with Introducing charged use

- All public conveniences assessed for installing charging
- Installation costs include:
  - Door replacement where applicable
  - Coin-op installation
- Associated running costs:
  - Cash collections
  - Annual Servicing & maintenance

# Costs associated with Introducing charged use

	one-off Installation costs £	estimated income – £0.20p per visit	Annual Running annual costs associated with charging £	payback period in years
Bakers Score	6694	640	464	39
Triangle Market	16708	6860	1086	3
Sparrows Nest	5854	3077	708	3
Gordon Road	8554	14837	1884	1
Royal Plain	5854	9816	1382	1
Jubilee North	5854	6661	1066	1
Jubilee South	7094	3467	747	3
Kensington Gardens	5854	7409	1141	1
Kirkley Cliff Road	12631	6315	1032	3
Pakefield Street	5854	1276	528	8
Normanston Park	8554	1832	583	7
Lowestoft Cemetery	7094	882	488	18
Nicholas Everitt Park	5854	12910	1691	1
Boulevard	5854	9271	1327	1
Church Road	5854	6328	1033	2
Blyburgate	5854	4880	888	2
Hungate	8554	7078	1108	2
Old Market Place	5854	5538	954	2
Priory Lane	7094	2741	674	4
Cross Street	5854	1883	588	5
Market Place	5854	5577	958	2
Town Park	5854	3430	743	3
Thoroughfare	3127	166	417	no payback
Church Green	7094	4806	881	2
Pier	7094	49611	5361	1
Ferry Road	8554	4811	881	3
Harbour	8554	20726	2473	1

NB, costs do not include planned capital works – only costs associated with operation and conversion of existing assets to chargeable use.

# Option to Replace Existing Type of Facility Provision

- As part of the review, the option to replace the existing type of public toilet facility provision has been investigated
- An option involves a Modular prefabricated style Toilet Unit, as marketed by 'Healthmatic'
- The comparison of provision covered the
  - Standalone Automatic PC
  - Standalone Semi-automatic PC



# Possible Replacement Options

- Automatic PC



- Semi-Automatic PC



# Features of an Automatic Public Convenience

1. Self cleaning cubicles – but slower throughput of customers (expected 13000 users PA for a single cubicle unit)
2. Chargeable 24/7 entry
3. Automatic sliding door opening
4. No touch systems
5. Managed fault reporting
6. Cubicles only – no lobby – lower anti-social behaviour and vandalism
7. Expected life of APC is at least 20 years
8. Contract is with 'Healthmatic' for Maintenance & Cleaning\*
  - \*Cleaner attends daily to replenish consumables, check for vandalism, sweep around exterior



# Features of a Semi - Automatic Public Convenience

1. Design and materials used means manual cleaning more straightforward (expected 20000 users PA for a single cubicle unit)
2. Chargeable controlled timings of entry
3. No touch systems
4. Cubicles only – no lobby – lower anti-social behaviour and vandalism
5. Can have a contract with 'Healthmatic' for Maintenance and/or Cleaning



# Estimated costs for New Modular Unit replacing existing building

## Fully Automatic PC: Single DDA Cubicle

Location	Capital cost £	Expected site usage	Running costs £	Expected Income at 20p £	Net cost per user £
Bakers Score Corton	81,000	3,198	16,000	640	4.80
Pakefield Street Lowestoft	81,000	6,379	16,000	1,275	2.31
Cross Street Bungay	81,000	9,416	16,000	1,883	1.50

## Fully Automatic PC: Double Cubicle (one DDA)

Location	Capital cost £	Expected site usage	Running costs £	Expected Income at 20p £	Net cost per user £
Blyburgate Beccles	117,000	24,402	23,000	4,880	0.74
Ferry Road Southwold	117,000	24,055	23,000	4,811	0.76

## Semi-Automatic PC: 1 x Unisex & 1 x DDA Cubicle

Location	Capital cost £	Expected site usage	Running costs £	Expected Income at 20p £	Net cost per user £
Church Road Kessingland	80,000	31,638	14,900	6,328	0.27
Hungate Beccles	80,000	35,388	14,900	7,078	0.22

# Estimated costs for New Modular Automatic Units cont.

Capital includes:

- Unit Purchase
- Installation
- Utility connections
- Demolition of existing building

Running costs include:

- Cleaning
- Consumables
- Maintenance, parts & Vandalism repairs
- Utilities
- Rates
- Revenue management

# Further Action for Consideration

- Consultation with Town and Parish Councils
- Disability forums
- Other concerned stakeholders
  - i.e. The Right to Go campaign

# Options for consideration

- Facilities deemed to have low use and little community value should be considered for closure and disposal. Where this is a consideration, other suitable local facilities should be looked at to provide alternative provision
- Consult with town and parish councils on possible divestment options
- Rationalise number of units and opening times where possible, in geographical areas
- Look at self contained, modular provision as an alternative in high user areas (example as in Appendix A, 'Healthmatic')

# Options for consideration

- Consider investment opportunities, or continued investment in existing (could be linked to 4.2)
- Consider community provision (could be linked to 4.3)
- Consider charging in various locations.
- Consider leasing options (if any)
- Other options as considered appropriate by the Overview and Scrutiny Committee.



# Questions & Answers