

POLICY SCRUTINY COMMITTEE

Tuesday, 15 June 2021

6.00 pm

**Committee Rooms 1-2, City
Hall**

Membership: Councillors Bill Bilton (Chair), Calum Watt (Vice-Chair),
Liz Bushell, Jane Loffhagen, Bill Mara, Mark Storer and
Pat Vaughan

Substitute member(s): Councillors Gary Hewson

Officers attending: Democratic Services, Legal Services and Steve Bird

A G E N D A

SECTION A	Page(s)
1. Confirmation of Minutes - 16 March 2021	3 - 6
2. Declarations of Interest	
Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.	
3. Public Conveniences-Service Review	7 - 64

SECTION B	
4. Exclusion of Press and Public	65 - 66
RESOLVED that the press and public be excluded from the meeting during consideration of the following item(s) of business because it is likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.	
5. Public Conveniences-Service Review	67 - 80

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Present: Councillor Bill Bilton (*in the Chair*),
Councillor Alan Briggs, Councillor Jane Loffhagen,
Councillor Hilton Spratt, Councillor Ralph Toofany and
Councillor Pat Vaughan

Apologies for Absence: Councillor Laura McWilliams

105. Confirmation of Minutes -12 January 2021

RESOLVED that the minutes of the meeting held on 12 January 2021 be confirmed.

106. Declarations of Interest

No declarations of interest were received.

107. Health Scrutiny Update

The Chair of Policy Scrutiny Committee advised that the link to the Lincolnshire County Councils Health Scrutiny Committee agenda and from the meeting held on 16th March 2021 had been circulated to Members. He invited members to ask questions.

No questions or comments were received.

RESOLVED that the update be noted.

108. Policy Scrutiny Work Programme 2021-22 and Executive Work Programme Update

The Democratic Services Officer:

- a. presented the report draft Policy Scrutiny Work Programme 2021-22 and Executive Work Programme Update.
- b. requested councillors to submit what items they wished to scrutinise from the Executive Work Programme and policies of interest.
- c. invited members questions and comments.

Member requested that any items that affected public particularly in relation to budget cuts be brought to committee for consideration.

The Chair advised that members of the committee could request any item that they wished to scrutinise and it would be considered for the work programme.

Members further asked if any review of current policies would be coming to committee to be scrutinised.

Becky Scott, Solicitor advised that a Corporate Policy Review was currently being undertaken by the Policy Team. This piece of work would be brought to the first

committee of next year for consideration and from there policy reviews would be scheduled into the work programme throughout the year.

RESOLVED that:

1. the work Policy Scrutiny work programme be noted.
2. the Executive work programme be noted.

109. Exclusion of Press and Public

RESOLVED that the press and public be excluded from the meeting during consideration of the following item(s) of business because it is likely that if members of the public were present there would be a disclosure to them of 'exempt information' as defined by Section 100I and Schedule 12A to the Local Government Act 1972.

110. Management of Change in Development Management

Kieron Manning, Assistant Director – Planning

- a. presented a report on the reduction of resource within Development Management as part of the Towards Financial Sustainability programme (TOFS 7) for comment prior to consideration by Executive.
- b. gave the background to the report as detailed at paragraph 3 and advised on the current financial challenges to the Council.
- c. referred to paragraph 4 of the report and summarised the existing service and the current staffing structure.
- d. outlined the options that had been considered at paragraph 5 and explained the preferred option and proposed structure which related to the Technical Team
- e. advised that the proposal was a reduction of 2 x Full Term Equivalent posts and additional responsibilities be added to one post within the team.
- f. further advised that the full management of change process was undertaken and 2 members of the team had requested voluntary redundancy.
- g. noted that a staff consultation had taken place and addressed the concerns that had been raised in relation to resilience within the team.
- h. reported on the potential savings to the Council as detailed at paragraph 8 of the report.
- i. invited members questions and comments

Question: It had been agreed that staff would not be disadvantaged due to being furloughed. Could reassurance be provided that those that had been furloughed would not be negatively impacted as a result of budget cuts.

Response: A process had been followed and no one had been disadvantaged due to being furloughed.

Question: Were the furloughed members of staff terms and conditions protected?

Response: Yes, the terms and conditions did not change during furlough and their pension was unaffected.

Question: Was there a process undertaken for deleting vacant posts?

Response: Yes a business case was put together to consider workloads and efficiency. This was then presented to Corporate Management Team and signed off by the Portfolio Holder if it was agreed that it was appropriate to delete the post.

RESOLVED that the preferred option of reducing two posts within the Development Team, including the recommended voluntary redundancies within the team be supported and referred to Executive for consideration.

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SUBJECT:	PUBLIC CONVENIENCES-SERVICE REVIEW
DIRECTORATE:	COMMUNITIES AND ENVIRONMENT
REPORT AUTHOR:	STEVE BIRD ASSISTANT DIRECTOR COMMUNITIES AND STREET SCENE

1. Purpose of Report

- 1.1 To provide Policy Scrutiny Committee with details and background relating to the Public Conveniences services, so as to permit it to consider proposals that are to be presented to Executive to both deliver the financial savings required of this service and other options for change.

2. Executive Summary

- 2.1 As a result of the future financial challenges that the Council faces, the Medium Term Financial Strategy 2021-26 requires a significant reduction in the Council's net cost base to ensure it maintains a sustainable financial position.

- 2.2 A programme of individual reviews are being developed which includes a review of the net cost of the Public Conveniences Services, with a requirement to reduce the net cost by circa £82ka (plus annual inflation) .

- 2.3 The report seeks agreement to:

- a rationalisation of facilities to provide a level of service that can still be delivered with the reduced level of staffing resources available.

- reduce staffing numbers (the staff costs making up the largest part of the service budgets), and hence deliver the required contribution to the Towards Financial Sustainability Programme.

- move to contactless payments on all charging facilities

- charging event organisers / seeking imposed cost recovery (with discretion subject to Director agreement in consultation with Portfolio Holder).

- continue consultation with appropriate groups with the ultimate aim of moving away from Radar key access, to a better, more modern, controlled access system.

3. Background

- 3.1 The Covid19 pandemic has had significant impacts on the Council's financial position and whilst the immediate effects in 2020/21 of increased costs and falling income were largely mitigated, it is the longer-term impact on a number of the Council's key income streams that have resulted in significant level of savings being required.

- 3.2 In March 2021 the Council approved the MTFS 2021-26 which was predicated on the achievement of annual revenue savings of £1.75m by 2023/24. Delivery of this savings target is critical in ensuring that the Council maintains a balanced budget position.
- 3.3 It is the delivery of a contribution towards these savings that is the objective of this report. Specifically, this report is provided based on the need to reduce expenditure by circa £82k pa (plus inflation).
- 3.4 The City Council's Public Conveniences services section comprises the following staff.
- 3.5 1 Supervisor
1 Mobile Attendant
6 Full time attendants
1 P/T Attendant
- 3.6 Prior to the closure required by covid, these staff have operated a seven day service across numerous facilities including two open air urinals.
- 3.7 The full details of staffing, facilities and income is included in the attached Impact Assessment Document, attached as Appendix A (which has had sensitive staff details redacted)
- 3.8 It is recognised that this service is an important front facing service for the council in that it underpins many visits to the city, so it is important that the review protects services as far as possible within the financial constraints required of the review.
- 3.9 It also has to be noted that in recent years the public conveniences services have encountered and endured increasing numbers of issues associated with damage to facilities, abuse, and anti-social behaviour. The damage and abuse of facilities has predominately been associated with Radar key accessed facilities.

4. **The Proposal**

- 4.1 The full details of the proposed changes are as set out in detail in Appendix A including everything indicated in summary below.
- 4.2 In summary this is what is proposed as the new level of provision.

Toilet Block	Current (pre covid) Provision	Staffing/Proposed	Opening Times Proposed
Bus Station	Ladies & Gents, Disabled, and 'Changing Places' . Charging	Staffed 7 days per week. Toilet Attendants staff to evening – Bus Station Staff close at Bus Station closing time	7 days per week, as per Bus Station opening hours.

Tentercroft	Ladies & Gents, Disabled Charging	Open 7 days Mobile	7 days per week 9am to 5pm
Castle	Ladies & Gents, Disabled Charging	Open 7 days Mobile	7 days per week 9am to 5pm
Westgate	Ladies & Gents, Disabled New- charging	One Radar key access toilet to be maintained, others closed to day to day use. Staffing subject to event requirements/income.	Disabled facility maintained accessible 24/7. All other facilities opened for events only.
Sincil Street	Ladies Free	Staffing subject to event requirements/income.	Opened for events only. (plans in place for site to be redeveloped with new toilets)
Hartsholme Country Park (HCP camp site has its own separate shower and toilet block maintained by camp site staff)	Ladies & Gents, Disabled Free	Open 7 days Mobile	7 days per week 9am to 4pm (potentially longer for events)
Boultham	Ladies & Gents, Disabled Free	Open 7 days Mobile	7 days per week 9am to 3pm (potentially longer for events). Closes at 3pm due to history of abuse after this time.
Lucy Tower	Ladies & Gents, Disabled Charging (closed for many months due to routine abuse/damage)	Staffing subject to event requirements/income.	Been available for events only.

South Park	Ladies & Gents, Disabled. Events only. Free	Staffing subject to event requirements/income.	Opened for events only as has been the situation for many years
Newport Arch	Gents urinal Free	Closed	Closed
Union Road	Gents urinal Free	Closed	Closed

4.3

4.4 The proposal is predicated on establishing a new level of service that it is viable to maintain with the cut in resources necessary to achieve the savings.

4.5 This has meant a reconsideration of the service from the base upwards and has led to reductions in the facilities available to correlate with the loss in staffing numbers. The detailed plan sets out clearly which facilities are to be retained, which are to have restrictions on use, and which are to be closed permanently.

4.6 In brief all services are maintained as they have been pre-covid **except**: Sincil Street (ladies) will be replaced with a new improved (modern unisex) facility within the refurbished market, Westgate will be reduced to Radar key access only, Lucy Tower will be events only, and the two urinals will close.

4.7 This review has, by necessity, taken a fundamentally different approach to service delivery to that previously enjoyed. Under the established model sites have been attended, with only some others on the periphery of the service cared for by mobile staff. The new model moves, by necessity, to one where mobile staff will provide the core provision. Only the bus station, which is so heavily used and also has other cleansing demands for the site, retains a staff presence for a significant part of each day.

4.8 Use of mobile cleansing staff does reduce costs, but it also means staff will not always be on hand to assist members of the public, maintain constant cleansing, and deter abuse/misuse. Whilst mobile staff will no doubt do their very best to uphold standards, and it is hoped cleaning standards won't diminish, it is inevitable that the new model will not be able to deliver exactly the same level of service for users, at times.

4.9 Other initiatives identified in the report, which it is hoped will follow a reorganisation of the service, are to adopt contactless payments and to replace Radar key access with an electronic trackable electronic access system. Additionally, greater income will be achieved by charging event organisers for facilities.

4.10 Contactless payments can be delivered by a small investment in the infrastructure, improving access for users.

The Radar key scheme suffers from the open availability of keys to those who should not have them. It is hoped that a modern electronic alternative can be developed to better protect facilities, and thereby afford better access for users needing these services. This will be discussed with disability access groups, prior to developing any implementation proposals.

Charging event organisers would be a simple way for the cost of providing an event to fall on the organiser of the event, not on the Council.

5. Strategic Priorities

5.1 Let's drive economic growth

The Council's toilets provision is important to the business and recreational offer in the city centre. It is important that this proposal is reflective of both demands and the changing retail/recreational environment.

5.2 Let's reduce inequality

An EIA is attached as appendix B. See Equality, Diversity and Human rights section below.

5.3 High Performing Services

Nationally it is increasingly expected that public toilets are now a charged service. As such it is vital that the service becomes even more business minded and improves elements of service to ensure that paying customers get a good quality of service that represents value for money.

6. Organisational Impacts

6.1 Finance

The MTFS target is for a saving of £82k pa plus annual inflation. The proposal detailed below slightly exceeds the target figure.

	2021/22	2022/23	2023/24	2024/25	2025/26
TOFS Savings Target required	<u>(82,000)</u>	<u>(83,640)</u>	<u>(85,310)</u>	<u>(87,020)</u>	<u>(88,760)</u>
TOFS savings target identified	<u>(82,220)</u>	<u>(86,880)</u>	<u>(88,540)</u>	<u>(90,230)</u>	<u>(94,480)</u>
Savings Target Overachieved	<u>(220)</u>	<u>(3,240)</u>	<u>(3,230)</u>	<u>(3,210)</u>	<u>(5,720)</u>

Any overachievement of the target will be retained within the service initially in order to fund any potential loss of income from the service changes.

The initial outlay for the purchase of the card machines will be funded from the overachievement of the ToFS target in year 1 and is included in the above table.

As part of the proposal there will potentially be redundancy costs and pension strain costs, these will be funded from the Invest to Save Reserve. At the maximum potential cost the savings delivered will achieve a payback on the upfront costs of less than 2 years.

6.2 Legal Implications including Procurement Rules N/A

6.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

Attached as Appendix B and C is a full EIA and the outcomes from the associated consultation exercise. The conclusions of these can be very briefly summarised as concern at:

- any reduction in the availability of toilet facilities, which could lead to more frequent toileting in the street.
- the distance between facilities due to disability/illness/age related complaints.
- The impact this will have on deterring shoppers/visitors to the city.

Appendix D shows the proximity of the facilities.

6.4 Human Resources

As the service review requires the loss of posts to achieve the required savings it has been necessary to follow a full Management of Change (MOC) process, in accordance with Council policies.

Unions have been consulted accordingly, both alongside the MoC consultations with staff and through formal JCCs.

6.5 Land, Property and Accommodation

The proposal closes two urinals, Sincil Street ladies' toilet facilities in the market until they can be replaced by new unisex facilities, reduces access to facilities at Westgate to disabled only, and closes others for use in support of events. Facilities Management will take account of the changes and adjust/remove provision accordingly in due course.

6.6 Significant Community Impact

As a part of considering changes an EIA has been developed and consulted upon. See Equality, Diversity and Human rights section above. In addition, a comprehensive public consultation exercise was undertaken.

6.7 Corporate Health and Safety implications

All Council facilities are managed via the usual site inspection and risk assessment processes. The facilities are subject of the corporate Tree of Responsibility for any H&S issues that may arise.

7. Risk Implications

(i) Options Explored

The section's finances have been considered in detail, but as the bulk of the budgets are staff and site costs then the savings can only be achieved by reductions in staff and facilities in tandem, as set out in the report.

(ii) Key risks associated with the preferred approach

Removal of attendants exposes sites to greater abuse/misuse/damage and vandalism. The service quality may be impacted leading to a poor reputation and lowering income. However, at this stage it is envisaged any additional costs associated with abuse of the facilities will be less than the financial savings this proposal releases, accepting that any increase in damage will impact on the actual level of savings released. This will be kept under review.

8.0 Recommendation

8.1 That committee make its views known to Executive as part of its decision-making process.

Is this a key decision?

Yes

Do the exempt information categories apply?

Yes- some details moved to part B

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?

No

How many appendices does the report contain?

5 (plus 1 in part B)

List of Background Papers:

MTFS 2021-26 Executive January 2021

Lead Officer:

Steve Bird
Telephone (01522) 873421

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IMPACT ASSESSMENT

**PUBLIC CONVENIENCES
A PLAN TO MEET SAVINGS TARGETS**

June 2021

**Report By: Steve Bird.
Assistant Director
(Communities & Street Scene)**

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A. Executive Summary

This Impact Assessment report is provided to identify options to save a **minimum of £82k pa** from the council's Public Conveniences service, in accordance with the Council's Towards Financial Sustainability (ToFS) plan, and thus underpinning the Council's Medium Term Financial Strategy (MTFS).

This report is intended to do two key things. It considers the services 'in the round' to provide valuable background context and data on which to make decisions, but crucially it also reviews options for change, eventually arriving at a 'preferred proposal', to deliver the required savings.

In summary the savings options considered are:

1. Reduce opening hours (retain attendants)
2. Close some facilities (reduced facilities but retain attendants)
3. Reduce staffing support of open facilities (mobile attendants)
4. Externalise the service.

The report sets out the rationale behind arriving at a 'preferred proposal' of closing two sites, mothballing others for special events only and cleaning those that are retained with a mobile service, except the bus station, for which a case is made for dedicated staffing due to high footfall. It should be noted that two sites proposed for mothballing for events only, have in fact operated this way for some considerable time already pre Covid 19 -these being South Park and Lucy Tower Street. So for these sites the report simply seeks to ratify this practice.

The staffing profile for the service would be reduced by 3 posts, which would be subject to redundancy.

A. Those toilets suggested for retention are:

Covering city centre and uphill area:

Bus Station

Castle Square
Tentercroft St

In our parks:

Hartsholme Country Park

Boultham Park

Note: The Arboretum Toilets are managed by a third party

B. Those toilets to have reduced access:

Westgate- disabled Radar key access only

Sincil Street (on the basis of closure now but replacement with modern unisex when market reopens).

C. Those toilets to be closed are:

Urinals- Newport and Union Road

D. Toilets to be opened for event use only:

Westgate (wider toilet block)

Lucy Tower (already operating this way pre covid)

South Park (already operating this way for some years)

The retained sites will still be open seven days a week. Only the bus station would have a commitment for dedicated staff due to high footfall each day and associated bus station cleaning duties.

Income needs to be protected and enhanced where possible so as to safeguard the services for the future.

To protect services, it is vital that income is considered. Income improvements might be achieved by:

a) Channelling city centre use to three main facilities, all of which have a charge (Bus Station, Castle Square, Tentercroft)

- b) Charging event organisers (event organisers who require the toilets to be open to be charged at whatever the actual operational costs are, plus 20% to cover management/administrative costs). Where free access is requested for facilities that would usually charge, this to be charged at an estimated / negotiated mutually agreeable rate based on the likely lost income rate.
- c) The toilets service will, it is hoped, be able to deliver a part of the cleaning work requirements for the bus station and recharge this, which will bring a small income.
- d) Moving to contactless payments for charging to encourage use and reduce cash handling costs (this is in addition to still taking cash at these locations).

These service changes act as a catalyst to address another long-standing service-related problem, that of the abuse of Radar key and 'night toilets' access. This proposal therefore includes a marker for further work to develop a new access control system, in conjunction with representatives of disabled access groups in the city, based on the sale of access cards as previously trialled at the bus station. This would not be profit making- but would seek to reduce costs arising from the damage/abuse of facilities.

B. Objectives of the review

As has been the backdrop for budget planning in recent years, the Council continues to operate in a difficult financial environment. Significant national reforms about future funding allocations to local government and the implementation of new funding mechanisms are set to detrimentally impact on the Council's financial position, let alone the more recent direct impacts arising from covid. In addition, the impact of Brexit and the consequent impact on the economic and political landscapes poses significant uncertainty for local government resources.

Furthermore, the Council continues to face financial challenges due to changes in the use of, and demand for its services, as well as escalating costs in some areas. In response to these funding reductions and pressures, the

Council is undertaking continual reviews of its services, leading to the necessary reductions in its annual expenditure.

However, the Council still has further significant annual savings to deliver if it is to meet the targets set out in its current medium term financial strategy. It is the delivery of a contribution towards these savings that is the objective of this report. Specifically, this Impact Assessment is provided based on the request to identify options to save a minimum of £82k pa from the council's Public Conveniences service.

In addition, as is good management practice, whilst undergoing any period of significant change, it is incumbent on management to seek ways to mitigate impacts and add value wherever possible, albeit against a new lower cost baseline. This impact assessment therefore suggests other options that try to maximise income, mitigate against imposed costs, and add value to any necessary changes.

It is of course important to remember that any savings will ideally be delivered in a way that mitigates, to the best of our ability, any impact to the council's main aims. Given the depth and severity of cuts, it must be accepted that this may not always be possible.

The strategic priorities that support Vision 2025 are:

Let's drive inclusive economic growth

Let's reduce all kinds of inequality

Let's deliver quality housing

Let's enhance our remarkable place

Let's address the challenge of climate change

Of special relevance for this review are three key strands.

1. Remarkable Place – protecting and enhancing the city as a great place to live, work and visit.

2. Economic growth- protecting and enhancing the city as a vibrant and prosperous centre.
3. Climate change- making sure the toilets function in an environmentally friendly manner.

C. The Scope

Public conveniences sit within the auspices of the Community Services section.

In very broad terms the Community Services area is responsible for delivery of the following services city-wide (in no particular order):

Waste management
Street Cleansing
Street Furniture (Benches/ name plates/art installations)
CCTV
Open Spaces management (wide range of green space functions)
Emergency Call-Out for street issues.
Public Conveniences

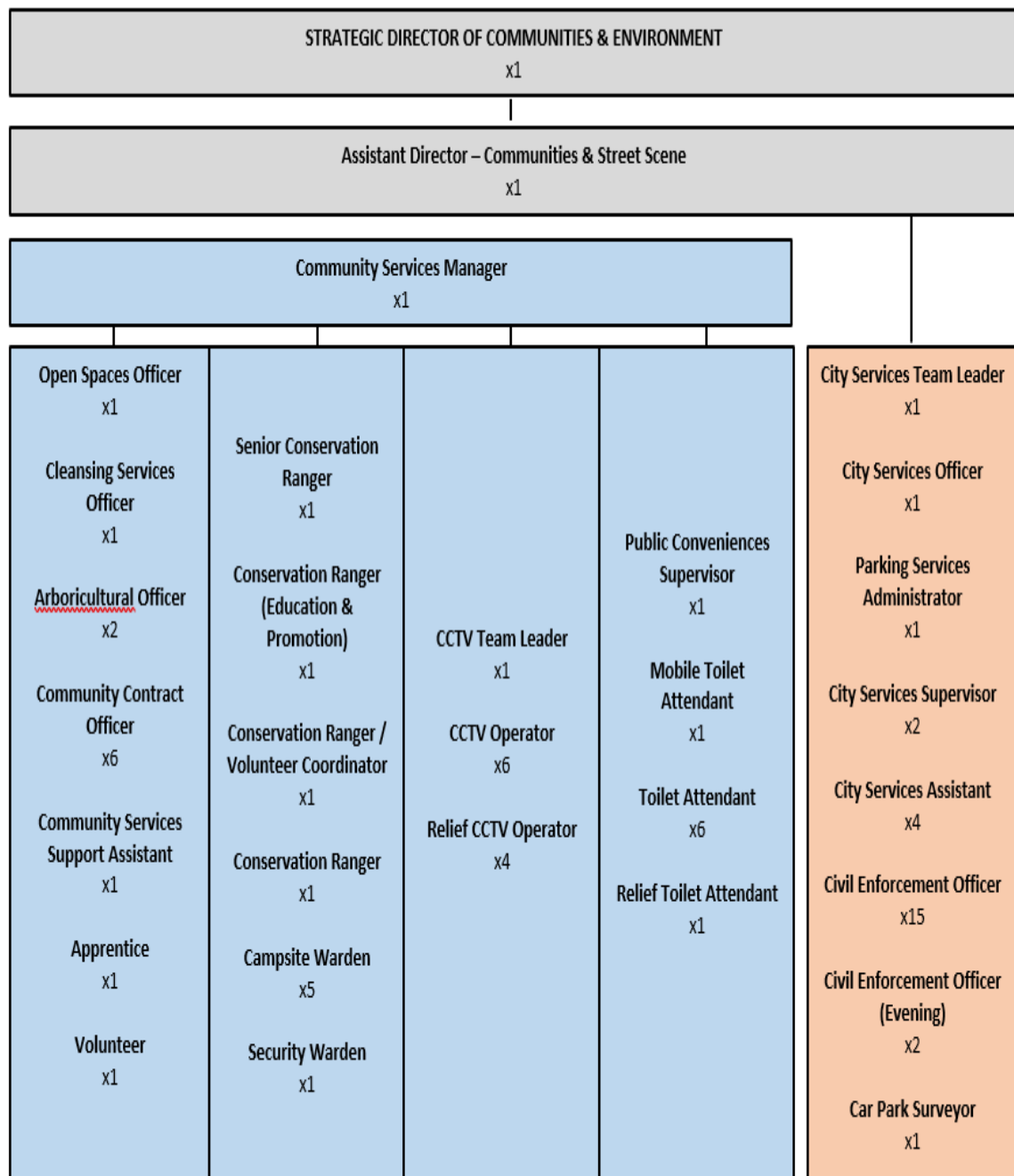
In 2015 the Public Conveniences service was subject to a 'lean systems review', and savings were made by the service without fundamentally affecting the main elements of service delivery. Members chose, at that time, to keep dedicated attendants at sites to maintain a high standard of service and protect the assets. This review has, by necessity, gone beyond that in order to identify other savings options necessary to deliver the new £82k+ target saving.

The staffing information in section D below shows the staff involved in the delivery of this service, and the lines of reporting.

D. Staff structure

The public conveniences service only has dedicated staff from the Public Conveniences Supervisor/Co-ordinator forwards in the structure. The

Cleansing Services Officer is the Team Leader and is predominantly occupied with waste management and street cleaning issues.



C&SS Structure – February 2020

NB

1. The Senior Conservation Ranger reports via the Open Spaces Officer (Team Leader).
2. Toilets services report via the Cleansing Services Officer (Team Leader).

3. This structure is as August 2020 but is subject to change following other service reviews running in parallel as required by the extended savings programme.

E. Background information and data

Local authorities have discretionary powers, but not a duty, to provide public conveniences.

The Local Government Miscellaneous Provisions Act 1976 empowers local authorities to require toilets at places of entertainment, and to maintain them, and where food and drink is sold for consumption on the premises.

Section 87 of the Public Health Act 1936 allows authorities to make a fair and reasonable charge for public conveniences.

There is no statutory requirement for any provision at transport hubs or stations.

The public conveniences service has in recent years operated at eight enclosed sites in the city, and two open air urinals. Hartsholme Park has been operated by the ranger service and camp site staff, but has been subject to covid impacts, and may be subject to impacts from other parallel service reviews, so has been included here to ensure the review is comprehensive and ensure service continuity. Recently, under Covid restrictions, this has reduced to four sites in operation: Bus station, Castle Square, Boultham Park and Hartsholme Park.

Provision Chart- current (as pre-covid)

Toilet Block	Provision	Staffing	Opening Times
Bus Station	Ladies & Gents, Disabled, Changing	Staffed 7 days per week. Toilet	As per Bus Station

	Places & Drivers' separate facilities. Charging	Attendants staff to 5:30 pm – Bus station staff close the toilets at Bus Station closing time.	opening hours.
Tentercroft	Ladies & Gents, Disabled Charging	Staffed 37 hours per week	Monday to Sunday inclusive. 9am to 5pm
Castle	Ladies & Gents, Disabled Charging	Staffed 37 hours per week	Monday to Sunday inclusive. 9am to 5pm
Westgate	Ladies & Gents, Disabled Free	Staffed 37 hours per week	Monday to Sunday inclusive. 9am to 5pm
Sincil Street	Ladies Free	Not staffed permanently. Mobile coverage from other sites .	Monday to Saturday inclusive. 9am to 5pm
Lucy Tower	Ladies & Gents, Disabled Charging	Staffing subject to event requirements/income.	Closed other than for events due to abuse.
South Park	Ladies & Gents, Disabled Free	Staffing subject to event requirements/income.	Opened for events only.
Boultham Park	Ladies and gents at the park entrance Unisex adjacent café Free	Not staffed permanently. Mobile coverage from other sites.	Monday to Sunday inclusive. 9am to 3pm
Hartsholme Park (HCP camp site has its own separate shower and toilet block)	Ladies & Gents Free	Support for ranger service	Monday to Sunday inclusive. 9am to 5pm (seasonal changes may apply)
Newport Arch urinal	Gents Free	Not staffed, but attended to several times a day by mobile staff.	24/7/365
Union Road urinal	Gents	Not staffed, but attended to several	24/7/365

	Free	times a day by mobile staff.	
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Public toilets at the crematorium are maintained by site staff, and at the cemeteries by contracted dedicated cemetery staff as a part of the grounds maintenance contract.

The toilets at the Arboretum are maintained by the lessee of the lower lodge, linked to their lease.

F. Key functions undertaken

The service is based on the simple premise of providing publicly accessible toilet facilities. Section E above lists the locations and facilities historically available until recently, and opening times (until recent changes due to covid).

Over and above the basic functions it should be noted that the service also flexes to meet toilet facility requirements in the support of special events, opening/locking facilities and stepping up care/cleaning as required. A good example is the Christmas Market, where the service operates much longer hours and a higher level of input for the duration of the market. Income at charging sites is also forgone over the Christmas market period. Subject to safety requirements and it not adversely impacting other strategic objectives, this affords a potential opportunity for income generation.

More recently other events have been required to pay costs for toilet provision.

The toilets staff also act as ambassadors for the city, dealing with tourists/visitors at what is frequently their introduction to the city, be that at the bus station, or in the uphill Castle Square tourism area.

G. Data

Below is a table showing the footfall statistics for each of the four charged sites last year.

It will not be totally accurate for the specific number of visits, as we know that some people will gain access without payment. However, statistically this anomaly is believed to be low.

	Castle	Tentercroft St	Lucy Tower	Bus Station	TOTAL
2019/20					
	36,733	38,365	860 *	74,896	150,854

*Lucy Tower is especially low due to prolonged closures related to damage/abuse.

Charging for toilets has delivered an income stream to assist in funding the services. However, it has only been able to cover a small part of the overall costs. See finance section.

The table below outlines the annual income from each charging toilet, since 2016/17.

	Castle	Lucy Tower	Tentercroft Street	Bus Station	TOTAL
2016/17	£1,731.93	£988.20			£2720.13
2017/18	£10,029.31	£4,588.02	£917.65	£3,115.35	£18,650.33
2018/19	£8,354.97	£2,278.05	£9,176.03	£17,843.46	£37,652.51
2019/20	£8,380.77	£172*	£9,207.88	£18,179.43	£35,940.08

*Lucy Tower is especially low in 19/20 due to prolonged closures related to damage/abuse.

H. Service performance – customer perspective.

In June 2019, the Council's Citizen Panel were invited to respond to the question:

How satisfied are you with the standard of the following facilities and services provided by the council?

Public Toilets scored:

3% Very satisfied.

45% Satisfied.

28% Dissatisfied

23% Very dissatisfied.

These scores are not good but are believed to be reflective of the introduction of charges, periods of closure due to damages, and general public perception of public toilets. It is disappointing on a number of fronts, not least due to the positive anecdotal feedback received for newer sites such as the Bus Station.

I. Horizon scanning

There are several factors that need to be taken into account when considering a service review/change. One key element is that of assessing what may affect the services in the future, so as to avoid changes to services that may not be appropriate in due course. As Community Services functions deal with street scene services generally, then the growth of the city needs to be understood, and the demand on public conveniences as a part of this picture. Below are figures for the last eight years, showing that there is a regular increase in demand from natural growth of the city, although it must be noted that the impact of covid on confidence in 'the high street' has to be an unknown quantity in any assessment at this time.

Date of property count	Number in count	Size of increase in number of properties on previous year
March 2011	42,960	N/A
March 2012	43,430	470
March 2013	43,780	350
March 2014	44,260	480
June 2015	44,430	170
June 2016	44,710	280
June 2017	45,220	510
June 2018	45,480	260

Average		297
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In addition to 'natural growth' it is noted that the Council is embarked on a strategy for growth in relation to some specific projects, namely Western Growth Corridor, and the North East Quadrant, both of which (subject to planning permission) will deliver significant expansion and demand.

Over and above this it should be noted that Lincoln is a hub for other districts, and therefore a larger catchment area beyond its own boundaries, all of which has growth plans. Demand in the city should therefore be expected to grow well beyond that set out above, provided the 'offer' in the city centre remains attractive and recovers successfully from Covid impacts.

The recently published Lincoln Transport Strategy, in line with government policy, places increasing emphasis on the use of public transport. Whilst not a statutory requirement, it is likely that there will be a clear demand/expectation of public convenience provision at all/any transport interchanges/hubs as a part of providing modern facilities and supporting modal shift.

It is of course also vital to assess impact on the Council's longer term vision for the city. The strategic priorities that support Vision 2025 are:

- Let's drive inclusive economic growth
- Let's reduce all kinds of inequality
- Let's deliver quality housing
- Let's enhance our remarkable place
- Let's address the challenge of climate change

Based on the above it is considered that the proposed public conveniences that are to be retained will provide suitable basic cover for the city in the immediate future. This is based on the fact that it gives access to toilets at the transport hub, and both the lower part of the High Street and 'uphill'. In this regard it provides basic coverage. It also supports the investment more recently made at Boutham Park, and the known high footfall of Hartsholme Park. Both parks are expected to have increasing footfall in future years.

Should these proposals be enacted, subject to the other proposals for service improvement/development it would be wise and appropriate to review the coverage in the city in a few years' time, once any longer term impacts of covid on shopping and travel is known.

J. Summary of Suggestions

In essence this service is a simple one, with staff provided on shifts specific to sites, with a clear remit to open, close, keep clean, and support customer use. It is of course a little more complex than that when factoring in cover, mobile cleaning of sites and extra hours for events etc. but this is the starting point. The scope of this review is therefore the nine staff (eight fte and one p/t) dedicated to this service and the way the functions described above are undertaken.

As the aim of the review is to find savings then these can potentially be derived from an almost limitless range of options. However, it is vital that the review is finished as quickly as is reasonable, so that the savings can be delivered to meet MTFS requirements, and staff are not subjected to uncertainty for longer than is necessary. Accordingly, a limited number of choices are ventured here as the most viable options, and then fine tuned to a 'preferred option' in the next section. All are based on the necessity to reduce the hours of staffing, and thereby the staff required, as this is the main area of operational cost and so is the only area of change that can deliver sufficient financial savings. Clearly closure or reduced use of sites also reduces associated costs from such as utility charges, which play a lesser part, but it can, in a couple of cases, also provide property disposal opportunities.

Options covered are:

1. Reduce opening hours (retain attendants)
2. Close some facilities (reduced facilities but retain attendants)
3. Reduce staffing support of open facilities (mobile attendants)

As the scope has not been to retain services in-house specifically, then a fourth option is included to ensure the review is comprehensive.

4. Externalise the service.

Associated with any review, consideration must be given to unintended consequences. In summary, other issues that need to be considered/addressed as part of any change programme include:

Provision of night time toilets

Use of radar keys / sale of toilet access cards

(including access to toilets in the bus station where no access card has been purchased).

Ease of payment

Opportunities created/ potential repurpose of buildings.

K. Outline thinking and proposal

In order to prevent spending time on options that are less viable/workable, a simple SWOT analysis has been developed below for each option above.

1. Reduce opening hours (retain attendants)

Strengths Meets cost cutting requirements Retains services in-house Reduces costs of utilities pro-rata Keeps all/more sites available	Weaknesses Redundancy for some staff Reduced public access to facilities and thus support for wider economy Reduces income potentially Retains some costs despite being closed so poor value(e.g. NNDR)
Opportunities Tailor opening times to highest footfall, so improving efficiency (outcome/cost)	Threats Spiral of decline possible, which may mean footfall/income reduces disproportionately.

2. Close some facilities (reduced facilities but retain attendants)

Strengths Meets cost cutting requirements Retains services in-house Reduces costs of utilities pro-rata Reduces repair costs compared with maintaining more sites	Weaknesses Redundancy for some staff Reduced public access to facilities and thus support for wider economy Reduces income (if closing charging sites)
Opportunities Tailor to highest footfall sites, so improving efficiency (outcome/cost)	Threats Spiral of decline possible, which may mean footfall/income reduces disproportionately.

3. Reduce staffing of open facilities (mobile attendants)

Strengths Meets cost cutting requirements Retains services in-house Maintains all (or more) of the sites/facilities	Weaknesses Redundancy for some staff Lowers service quality
Opportunities Moving staff to being mobile may provide opportunities to support other services	Threats Potentially more damage/increased repair costs Potentially reduces income (abuse of access)

4. Externalise the service.

Strengths Would be expected to attract investment for long term contracts Third party would be keen to promote services	Weaknesses Moves staff to contractor under TUPE (Redundancy for some staff) Unlikely to be attractive for all sites (some would close) Putting this to market would take considerable time/resources.
Opportunities Potential to be lower cost option(would not know until market tested)	Threats May lose control of levels of charge

In addition, the following have been developed as 'guiding principles', in priority order, so as to assist in determining a preferred option. Clearly it is unlikely that all the desirable outcomes can be achieved, but it helps as a steer in considerations:

- Make the required levels of savings in the short term (priority to protect other council services overall)
- Protection of access to services for the public where possible
- Protection of staff where possible
- Exploitation of opportunities to get the best possible outcome from the necessity for change.

These principles have then been used in conjunction with the SWOT analysis to obtain scores and thus indicate a 'preferred option'.

They are ranked 1 to 4 with a high score being good.

1. Make the required levels of savings in the short term

All options will be tailored to make the required saving, but option 4 would take a longer time.

	Option 1	Option 2	Option 3	Option 4
Score 4=high	2	3	4	1

2. Protection of services for the public

Option 3 maintains access to all all/most sites

	Option 1	Option 2	Option 3	Option 4
Score 4=high	2	1	4	3

3. Protection of staff

No scores as all options have to be equally damaging in order to make the required saving.

	Option 1	Option 2	Option 3	Option 4
Score 4=high	N/A	N/A	N/A	N/A

4. Exploitation of opportunities

	Option 1	Option 2	Option 3	Option 4
Score 4=high	4	2	3	1

Accepting that there is some subjectivity in this methodology, it suggests that the options are, in order of preference for implementation:

First: Option 3 Reduce staffing of open facilities (mobile attendants)
Second: Option 1 Reduce opening hours (retain attendants)
Third : Option 2 Close some facilities (reduced facilities but retain attendants)
Fourth : Option 4 Externalise the service.

Taking the highest scoring option as being to maintain as many as possible of the existing facilities, but to reduce the staffing of these facilities, the only option would be to move to a mobile service, opening up and closing down daily, with cleaning services circulating between times.

As the target saving is £82k pa, this means reductions in staffing to get down to 6 staff (5 fte and 1 p/t).

As the bus station has the highest footfall, with the opportunity for income from undertaking other bus station cleaning duties, it is suggested that this, coupled with the importance of maintaining a high quality service at this important 'flag ship' site, means that this site should be retained as staffed throughout the main daytime period (and early evening when there is greater risk of incidents). Covering this site as attended at peak times means that shifts have had to be developed to meet this need, and then an assessment has had to be made as to how many other sites could then be covered by the number of mobile staff that can be afforded within budget. Severely reducing the opening hours of sites and covering them mobile has been considered but has not been thought desirable from a customer perspective, or workable operationally, so it has been necessary then to look to the option of restricting/closing some facilities so as to get a 'fit' between staff available for the budget, and work to be undertaken.

This is fed into the proposal below.

Work with external providers has been undertaken at a very high level simply to assess if other opportunities are available that have not been considered as a part of this assessment. They also provide a useful benchmark. The view , after these initial discussions, was to seek to retain the service in house as the preferred option.

PROPOSED STAFFING

Toilet Block	Provision & Staffing	Staffing/Proposed	Opening Times Proposed
Bus Station	Ladies & Gents, Disabled, and 'Changing Places' . Charging	Staffed 7 days per week. Toilet Attendants staff into evening – Bus Station Staff (contractor) closes up at Bus Station closing time.	7 days per week, as per Bus Station opening hours.
Tentercroft	Ladies & Gents, Disabled Charging	Open 7 days Mobile	7 days per week 9am to 5pm
Castle	Ladies & Gents, Disabled Charging	Open 7 days Mobile	7 days per week 9am to 5pm
Westgate	Ladies & Gents, Disabled New- charging	Disabled toilet at Westgate to remain open to Radar key holders. Staffing subject to event requirements/income.	Radar key for disabled access 24/7. Opened for events only.
Sincil Street	Ladies Free	Staffing subject to event requirements/income.	Opened for events only. (site to be redeveloped with new toilets)
Hartsholme Country Park (HCP camp site has its own separate shower and toilet block maintained by camp site staff)	Ladies & Gents, Disabled Free	Open 7 days Mobile	7 days per week 9am to 4pm
Boultham	Ladies & Gents, Disabled Free	Open 7 days Mobile	7 days per week 9am to 3pm
Lucy Tower	Ladies & Gents, Disabled	Staffing subject to event	Opened for events only.

	Charging	requirements/income.	
South Park	Ladies & Gents, Disabled Free	Staffing subject to event requirements/income.	Opened for events only.
Newport Arch	Gents urinal Free	Closed	Closed
Union Road	Gents urinal Free	Closed	Closed

The above would require a totally new staffing shift pattern.

This would require the loss of 3.0 fte members of staff.

This would require changes in terms of vehicle requirements for staff, as mobile staff will need to be able to drive. This would feature in any redundancy assessments.

L. Detailed proposal

i Description and service impact

ii Financial impact

iii Staff impacts

Description of overall service impact.

The general proposal is to cut the number of sites available for general use to five, and close two completely (two urinals). Three others would be closed for general use but retained for use to support events in return for payment (Lucy Tower (already operating this way), Westgate and Sincil St), these joining South Park which is already used in this way. Westgate would have the disabled access toilet left available for Radar key users only.

The closure of the urinals has been suggested on the basis that in order to reduce the number of facilities to fit the reduced resources available some will need to close. In terms of prioritising which are to be kept against those to close permanently the urinals score very low for the following reasons. They are old and in poor condition, cannot be locked off (no doors or roofs), tend to be used for nefarious activities (because access can't be controlled finding

drug paraphernalia is common place as is late night abuse), are male only (so not part of an equitable provision), and do not have flushing or hygiene/hand washing facilities (no mains water is connected).

It is also to be noted that residents who live nearby the urinals complain regularly about the smell coming from them due to lack of automated flushing, and have commented about how much better it is since they were closed under covid restrictions.

At a time when health and hygiene is paramount it is believed that retaining them increases risks to both users and our attendants.

City Centre provision would be catered for by way of one facility uphill (Castle Square), and two downhill (Bus station – which would be attended for busy parts of the day, and Tentercroft Street). These would all remained as charged. An additional Radar accessed toilet would be available for disabled use at Westgate, a change to the original impact assessment to reflect the public consultation feedback.

It is important to remember that it is proposed that the new market will also contain public toilets, and whilst it is not possible to say when these new facilities will open, work on it is already in the planning stages.

Two other facilities would be maintained in parks, Boutham Park and Hartsholme Country Park (HCP), where high footfall has shown a clear demand (HCP camp site has its own separate shower and toilet block). These would remain free to use.

Income to help safeguard the service in the future might be enhanced by:

- a) Channelling all city centre use to three facilities, all of which have a charge.
- b) Charging event organisers (event organisers who require toilets to be open to be charged at whatever the actual operational costs are, plus 20% to cover management/administrative costs). Where free access is requested for facilities that would usually charge, this to be charged at an estimated /

negotiated mutually agreeable rate based on the likely lost income rate. Deviation from this is to be at the Director's discretion following consultation with the Portfolio Holder.

c) Taking on some support cleaning work at the bus station to bring an income. The toilets service will, it is hoped, be able to deliver a part of the cleaning work requirements and this would be recharged to the bus station.

d) Moving to contactless payments for charging (in addition to continuing to take cash).

To address other associated issues and costs for the service it is proposed that use of the Radar key scheme be replaced with a new access control system. This has been trialled at the bus station and had limited numbers of objections, once the system became widely known.

The Radar key scheme is now widely abused and as a result many people access the toilets who should not. They often both block them from use for legitimate users and damage facilities, adding to running costs. This should no longer be tolerated. Use of a control system means that we have tracking for anyone who uses a facility, just as members/staff access City Hall, and the manager can give or remove access rights as required, thus protecting facilities.

Due to abuse and damage, our night time facilities have also had to be closed for significant periods. Unfortunately, due to the prevalence of Radar keys amongst some sectors of the community, they have tended to be used as overnight accommodation, preventing legitimate use by disabled and other 'out of normal hours' users. The card access system would not completely prevent the 'street community' accessing night time toilets, but would allow us to identify, and switch off, if required, those users who abuse it as a toilets and prevent legitimate use by others.

It is recognised that visitors to Lincoln may carry a Radar key and expect access. This would clearly not be possible, but as the system is electronically controlled, then it is possible that anyone could be given access at any time,

by calling an emergency number. The person receiving the call, can authorise access immediately. It has not yet been determined who would be given access to the system, but the council has several options in terms of Lincare,/CCTV/or the emergency ‘standby’ services.

However, it is important to know that no changes to access would be instigated until further consultation has taken place with disabled access groups, and a clear and acceptable way forwards has been developed.

Members should note that Radar have been contacted to ask if they plan to do anything about the known abuse of the system, or to move to a controlled access system, and they have not responded positively, leaving little option but to find a better system. Subject to further work, this offers potential as a service that could be offered to other councils to replace Radar on a much wider basis.

Therefore, at this time this report simply signposts to further work to follow on this particular aspect of the review. This will then be subject to a further report with its own Equality Impact Assessment as required.

Signage is an item that has become evident from all consultation work. There is an apparent lack of knowledge as to where Lincoln’s toilets can be found, with users currently accessing the service based on previous habits/routines. It is important that the signage to and at the toilets be completely reviewed so as to give better and more consistent guidance, with clearer information. An outline of the work required is attached as appendix E.

Financial impact

The MTFs target is for a saving of £82k pa plus annual inflation. The proposal detailed below slightly exceeds the target figure.

	2021/22	2022/23	2023/24	2024/25	2025/26
TOFS Savings Target required	<u>(82,000)</u>	<u>(83,640)</u>	<u>(85,310)</u>	<u>(87,020)</u>	<u>(88,760)</u>
TOFS savings target identified	<u>(82,220)</u>	<u>(86,880)</u>	<u>(88,540)</u>	<u>(90,230)</u>	<u>(94,480)</u>

Savings Target Overachieved	(220)	(3,240)	(3,230)	(3,210)	(5,720)
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Any overachievement of the target will be retained within the service initially in order to fund any potential loss of income from the service changes.

The initial outlay for the purchase of the card machines will be funded from the overachievement of the ToFS target in year 1 and is included in the above table.

As part of the proposal there will potentially be redundancy costs and pension strain costs, these will be funded from the Invest to Save Reserve. At the maximum potential cost the savings delivered will achieve a payback on the upfront costs of less than 2 years.

Further information is redacted and subject of a part B item because it contains specific sensitive information relating to staff salaries and services.

Staff impact.

The posts directly affected are the 8.5 fte posts dedicated to this service on the corporate structure (this includes the Public Conveniences Supervisor but this post is not considered for cut as supervision of the service will still be required, and that post is already mobile with the requirement for a driving licence considered to be essential).

As public conveniences are a relatively small part of the overall Community Services functions, once the changes have been settled, the impact is low in the management structure beyond supervisor.

Redacted section- subject of a part B item because it contains specific sensitive information relating to staff salaries and services.

M. Analysis of Risk and Equality Impact Assessment

The proposal is predicated on the need to make savings of £82k pa. The reduction is only achievable by reducing staff and staff presence at sites, and

as such this means, by necessity, less monitoring and control of sites. The effect of this is that there is a heightened risk of abuse, damage, and vandalism at sites which, if it proved to be the case, could mean not just increased periods of closure, but also increased costs of repairs. It is not possible to forecast what the extra costs would/could be, but if there is no more funding for repairs, and the repairs have to stay inside budget, then the only outcome from either scenario would be increased periods of closure.

However, long periods of closure are not forecast, and the impacts of availability will therefore be kept under review. It is not envisaged that any increase in damage would outweigh the savings made from implementing the report recommendations.

Recognising the current low public satisfaction scores, it is not expected that these will improve. Reduced numbers of facilities and fewer staff available are unlikely to improve satisfaction, plus, should the remaining facilities have to close for longer periods due to damage, then this could impact adversely as an unintended consequence.

A formal detailed EIA and consultation have been undertaken and are included separately.

N. Implementation Plan

Outline Timetable for implementation of staffing changes.

- o Draft outline Impact assessment- Oct 2020
- o Staff formal consultation starts - letter and meeting with those directly affected with their trade unions –Nov 2020
- o Review of Impact assessment following responses - Nov/Dec 2020
- o JCC considers Impact Assessment/Proposal – Feb 16th 2021
- o Policy Scrutiny Committee considers Impact Assessment

15th June 2021

- o Executive considers Impact Assessment – 21st June 2021
- o Call in period.
- o Implementation starts – TBA

O. Key Decisions Required

The key decisions required are:

- Preferred option to be identified regarding future staffing and provision of facilities, including reductions and any closures.
- Support for further work on an improved controlled access systems to be used to protect facilities (subject to an emergency access system being available)
- Investment in contactless payments (in addition to taking cash)
- Charging external event organisers / seeking imposed cost recovery (with discretion subject to Director agreement in consultation with Portfolio Holder)
- Support for new 'way finding' signage as identified in the review of signage.

P. List of Appendices

Appendix A. Finance model

Redacted section.

-----END-----

Equality with Human Rights Analysis Toolkit



voluntary group feedback: satisfaction and usage data

SECTION A

Name of policy / project / service	PUBLIC CONVENIENCES
Background and aims of policy / project / service at outset	<p>A review of publicly provided toilet facilities so as to make the required savings for the MTFS, and retain adequate coverage at an affordable rate.</p> <p>Three key elements:</p> <ul style="list-style-type: none"> A- Reduction in locations and use of mobile attendants B- Introduction of contactless payments. C- Improved controlled access system (now deferred for further work prior to revised proposal being approved separately at a later date)
Person(s) responsible for policy or decision, or advising on decision, and also responsible for equality analysis	<p>Drafting of proposal by Assistant Director Communities and Street Scene to underpin the Council's MTS. Final decisions to be taken by Executive.</p>
Key people involved <i>i.e. decision-makers, staff implementing it</i>	<p>Staff- Asst Director Communities and Street Scene . DCE. (Policy)</p> <p>Staff – Community Services Manager. Team Leader -Cleansing Services (Operational delivery)</p> <p>Legal Services- EIA advice</p> <p>Members- Portfolio Holder Remarkable Place</p> <p>Members- Executive Committee.</p> <p>Members – Policy Scrutiny Committee (advisory only)</p>

SECTION B

This is to be completed and reviewed as policy / project / service development progresses

KEY

A-Reduction in locations and use of mobile attendants

B-Introduction of contactless payments.

C-Improved controlled access system

	Is the likely effect positive or negative? (please tick all that apply)			Please describe the effect and evidence that supports this and if appropriate who you have consulted with*	Is action possible to mitigate adverse impacts?	Details of action planned including dates, or why action is not possible
	Positive	Negative	None			
Age 45	B C	A		<p>A- Reduced locations mean less access. However, loss of sites uphill means that Castle Square is still within 370m of any closed facility. Downhill, Tentercroft is within 425m of Lucy Tower and the Bus Station is just 183m from Sincil St (see diagram appended to the report)</p> <p>B /C - are positive as cashless means not having to have cash available/correct change, so improved access, and controlled access means that facilities will be available more of the time (less damage/abuse).</p>	Yes	<p><u>Reduction in locations:</u> Selected sites are spread in the city centre and uphill area to give coverage. Note provision of facilities is also available to customers in many private shops for free.</p> <p>As a result of the public consultation, the proposal has now been amended to maintain provision for disabled users at the facility in Westgate car park</p> <p>Signage to and at facilities will be improved.</p> <p>People can still pay with cash.</p>

46						<p><u>Access control system:</u> New access system should make access to quality disabled toilets more reliable. Access system will not prevent entry for anyone in need of the toilet. Further work on this to be undertaken so will not be rolled out initially</p> <p>Consultation with suitable groups about potential changes to access controls. Examples :Citizens Panel/Housing Panel/ Age UK/ Lincoln County Peoples Partnership to make sure this is delivered in a considerate way/timetable, and with reference to city visitors.</p>
Disability including carers (see Glossary)	B C	A		<p>As above</p> <p>It has been suggested that not using the national Radar key system means that disabled visitors to the city will not be able to gain access. See mitigation -right.</p>	Yes	<p>As above.</p> <p><u>Access control system:</u> Currently those with a legitimate need cannot always access out of hours facilities due to abuse/damage etc arising from the way that Radar keys are now openly available to all, including those intent on abusing the facilities</p>

47						<p>The Controlled access system replaces Radar, so only card holders will be able to get access. Those without a card will not get access, so they will have to ask for access. In the bus station staff support are available all the time the bus station is open. At other sites it is planned that users can ring for assistance and doors will be unlocked remotely (so a card will not be compulsory for access).</p> <p>Signage to and at facilities will be improved.</p> <p>Consultation with suitable groups. Examples :Citizens Panel/Housing Panel/ Age UK/ Lincoln County Peoples Partnership to make sure this is delivered in a considerate way/timetable, and with reference to city visitors.</p>
Gender re-assignment	B		A C	<p>B - Positive as cashless means not having to have cash available/correct change, so improved access.</p> <p>A/C are not disadvantaged disproportionately as a result of this policy change.</p>	N/A	<p>Signage to and at facilities will be improved.</p>

Pregnancy and maternity	B	A	C	A - Reduced locations mean less access. B - Positive as cashless means not having to have cash available/correct change, so improved access. C -Category are not disadvantaged disproportionately as a result of this policy change.	Yes	See Age / Disability sections above for context. Selected sites are spread in the city to give coverage. Note provision of facilities is also available to customers in many private shops for free. New access system should make access to quality toilets more reliable. Signage to and at facilities will be improved.
Race 48	B		A C	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change.	N/A	Signage to and at facilities will be improved.
Religion or belief	B		A C	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change.	N/A	Signage to and at facilities will be improved.
Sex	B	C	A	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change but it is noted that men will have a reduction in two facilities that have traditionally been male only previously.	N/A	2 male urinals closed reducing what has traditionally been a higher level of provision for men. However, Castle Square facility is in very close proximity, and for those with a medical condition requiring access to a toilet -the disabled facility at Westgate

						Signage to and at facilities will be improved.
Sexual orientation	B		A C	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change.	N/A	Signage to and at facilities will be improved.
Marriage/civil partnership	B		A C	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change.	N/A	Signage to and at facilities will be improved.
Human Rights (see page 8)	B		A C	B - Positive as cashless means not having to have cash available/correct change, so improved access. A/C Category are not disadvantaged disproportionately as a result of this policy change.	N/A	Note- Homeless individuals and the street community will be affected – consultation with our own team and/ or other homeless charities will take place. It is not the intention of this change to restrict access to legitimate users, only to prevent abuse/damage. Signage to and at facilities will be improved.

**Evidence could include information from consultations; voluntary group feedback; satisfaction and usage data (i.e. complaints, surveys, and service data); and reviews of previous strategies*

Did any information gaps exist?	Y/N/NA	If so what were they and what will you do to fill these?
See consultation results.	N	See consultation.

SECTION C

Decision Point - Outcome of Assessment so far:

Based on the information in section B, what is the decision of the responsible officer (please select one option below):

- | | Tick here |
|---|-----------|
| • No equality or human right Impact (your analysis shows there is no impact) - sign assessment below | [] |
| • No major change required (your analysis shows no potential for unlawful discrimination, harassment)- sign assessment below | [] |
| • Adverse Impact but continue (record objective justification for continuing despite the impact)-complete sections below | [X] |
| • Adjust the policy (Change the proposal to mitigate potential effect) -progress below only AFTER changes made | [] |
| • Put Policy on hold (seek advice from the Policy Unit as adverse effects can't be justified or mitigated) -STOP progress | [] |

Conclusion of Equality Analysis (describe objective justification for continuing)	<p>The provision of public toilets is not a statutory requirement, and thus there is no right to insist on their provision.</p> <p>The Council strives to provide these as beneficial facilities, but against an increasingly challenging financial climate is seeking to reduce provision, but safeguard and improve access to that which remains. As a consequence of this EIA and supporting public consultation, the proposal has been amended to include the opening up of the disabled toilet at Westgate and the access control system will be the subject of a further report and separate EIA if required, once the proposals are fully developed. During the interim the current Radar system will remain in place</p>
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When and how will you review and measure the impact after implementation?*	Impact will be by assessing complaints received, also outcomes from the Citizen Panel public satisfaction ratings.
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Checked and approved by responsible officer(s) (Sign and Print Name)	Steve Bird	Date	Drafted Oct 2020 Reviewed Jan 2021 Reviewed March 2021 Reviewed April 2021
Checked and approved by Assistant Director (Sign and Print Name)	Becky Scott - Legal Services Manager	Date	290421

When completed, please send to policy@lincoln.gov.uk and include in Committee Reports which are to be sent to the relevant officer in Democratic Services

The Equality and Human Rights Commission guidance to the Public Sector Equality Duty is available via: www.equalityhumanrights.com/new-public-sector-equality-duty-guidance/

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City of Lincoln Public Toilet Consultation January 2021

Results Summary

INFORMATION THAT WAS PROVIDED WITH QUESTIONS AS CONTEXT:

The City Council is reviewing its public toilet provision. In the face of a challenging budget position it is necessary to cut the overall cost of the service, and we wish to do this in a manner that mitigates impacts on users, and where possible enhances some elements of the services.

Residents in the city were consulted on the following key changes under consideration:

- Permanent toilet attendants will be removed (except the Bus Station, which will have staff at busy times).
- Retention of public toilets at Bus Station, Castle Square, Tentercroft Street, Boultham Park, Hartsholme County Park, and cemeteries.
- Temporary closure of Sincil Street toilets until the renovation of the market, at which time a new set of toilets will be introduced.
- Permanent closure of the urinals at The Lawn (Union Road) and at Newport Arch.
- South Park, Lucy Tower and Westgate toilets will be open for events only.
- Access to be changed to take card payments as well as cash.
- Disabled access to be by a new scheme city wide, as trialled at the bus station (this is via an electronic card registered to a specific user- this is so that damage/abuse of facilities can be tracked and those damaging facilities denied access in the future). There would be a small administrative charge for the card and set up. Please note that visitors without a card will still be given a method of entry and we will not exclude anyone from using these facilities.

The charts below show an overview of the responses received. A total of **816** responses were received. Also included is a demographic breakdown of responses by age, gender, and disability (shown in figures 1, 2 and 3).

Age

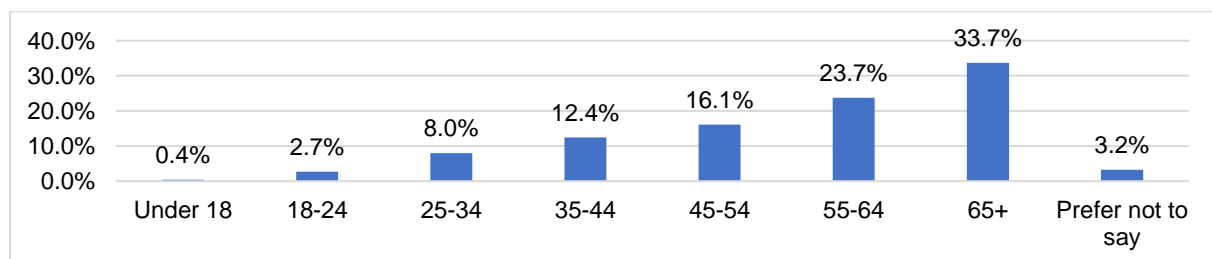


Figure 1

Gender

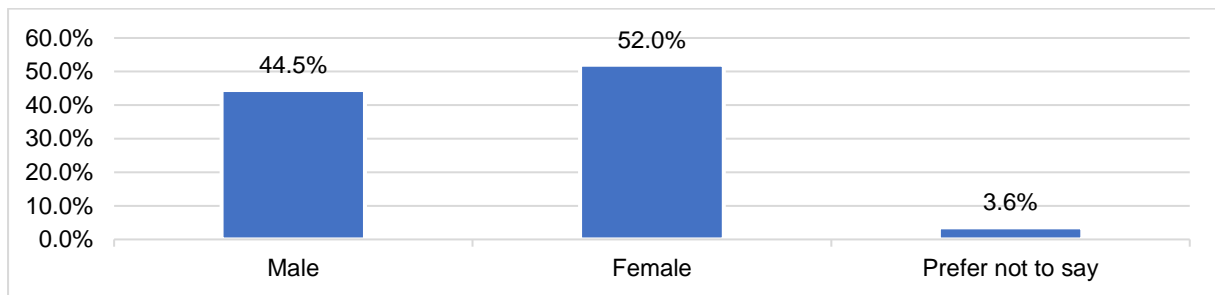


Figure 2 (96.86)

Disability

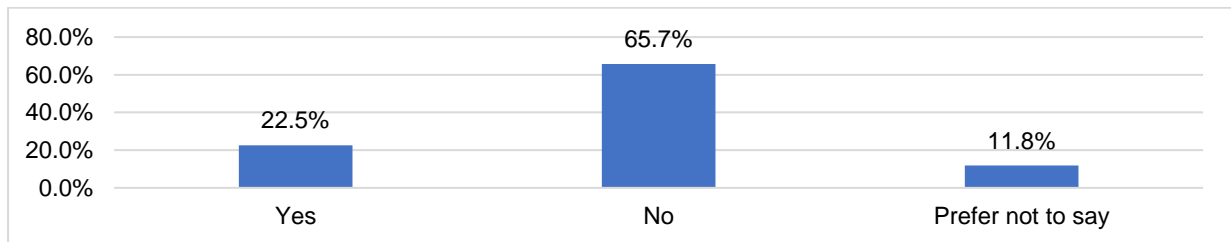


Figure 3

If the Council were to reduce the number of public toilet sites in the city as proposed in the survey introduction would this affect you personally to the extent that you would not be able to make use of a suitable alternative ?

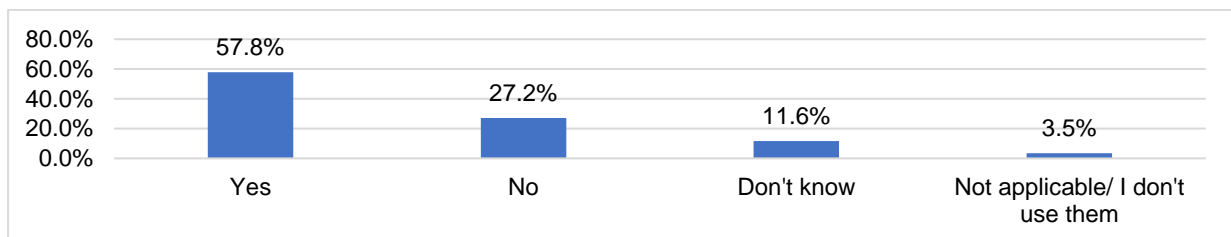


Figure 4

If yes, please would you be able to tell us why you wouldn't be able to make use of a suitable alternative.

The following question was a comments based question, whereby respondents were asked why they wouldn't be able to make use of a suitable alternative. Out of those that responded (816) 433 comments were received . Figure 5 shows an overview of the most commonly mentioned topics.

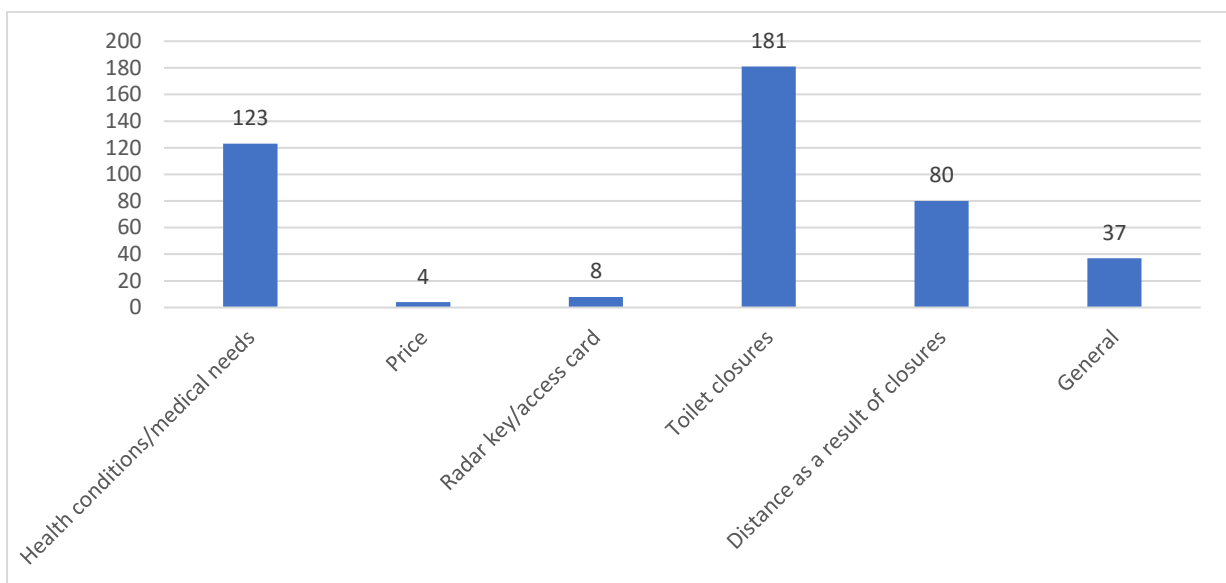


Figure 5

This feedback is not very conclusive unfortunately, but shows generally annoyance at the closures it could be suggested. Some assumptions can be made however if health issues and distance are considered together. This, in conjunction with the age profile of the respondents does tend to indicate that public toilets are used by a higher age profile generally, and as a consequence of age, this comes with some health conditions. These factors make distance an issue for users, so locations of facilities, and being able to find a toilets location (and alternatives at times of closure) are important. If this is the case, then it also highlights the need for the council to take steps to make access easier (contactless payments) and to protect facilities better so they are available when needed (the card access system preventing damage/abuse).

In terms of distance to an alternate public toilet location, Appendix D highlights how near alternate locations are within the city centre and uphill area. These are considered acceptable distances to walk (or in all such locations there is a public pay and display car park adjacent should people wish to drive to them). However, in response to the feedback, the business case does now further reflect on the proposals for the public toilets in Westgate 2 car park, acknowledging the fact some people may have travelled some distance and, due to medical conditions, upon arrival need swift access to a toilet.

In locations where closure/mothballing remains the proposals, clear signage will be displayed identifying the close proximity of alternate public toilets in the area.

If the Council were to remove permanent attendants at public conveniences and use mobile attendants instead would this deter you from using the toilets?

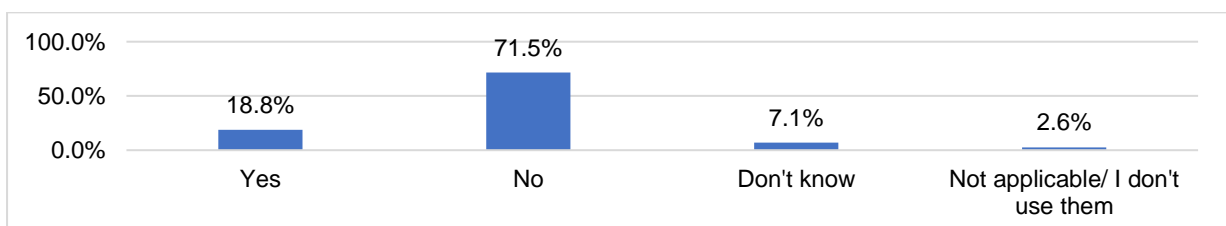


Figure 6

It is a reassuringly high figure, especially given the age profile of respondents and the annoyance expressed in the previous question. However, it is noted that almost 1 in 5 has shown a concern, so

this will need to be considered in signage and general access/welcoming/information of service users.

We currently charge 20p for the use of our public toilets in the city. If we were to consider increasing charges to mitigate some of the impact on services would you be prepared to pay more to use the toilet? If so, how much more?

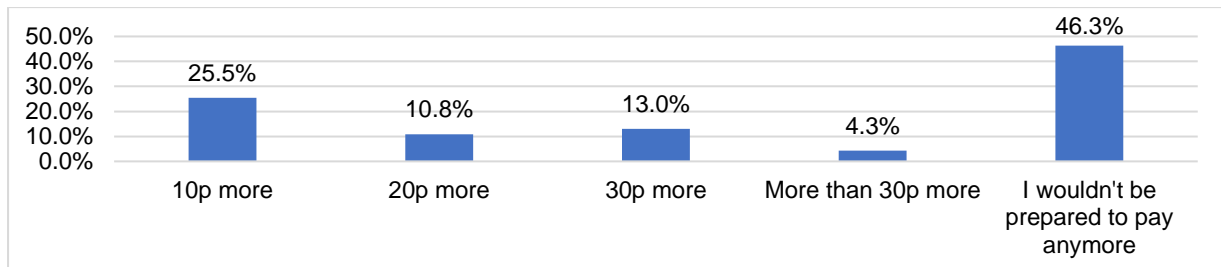


Figure 7

Any question asking if customers want to pay more will inevitably receive one response from the majority. Against this background it is refreshing to see that more than half the respondents said that they would be willing to pay something more to protect these services. This, it is felt, reflects the importance service users attach to these services. Whilst a modest increase would not be sufficient to impact the budget requirements significantly, it is helpful to know that this is an option for other issues, such as investment, and how customers would be likely to receive a request.

How would you prefer to pay for access to public toilets? (Select all that apply)

For the following question respondents were asked to select all that apply in relation to how they would prefer to pay for access to public toilets. The percentages in figure 7 are based on the total number of responses received for this question.

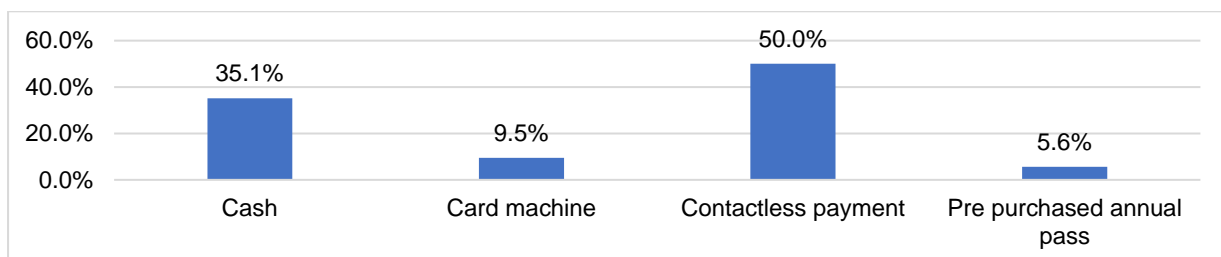


Figure 8

Whilst the traditional cash payment remains popular, it is a surprise perhaps to see contactless surpass even that. This is believed to be a reflection of covid impacting how people pay for things, and the ease of not having to find actual cash change to pay at the turnstile, so it also offers easier opportunity for cost changes, where charges won't impact customers by way of them needing to find and carry suitable change.

Do you use the publicly accessible night toilet? (Available for use after the main toilets have closed. The publicly accessible night toilets are located at Westgate, Lucy Tower, Tentercroft Street and Castle Square.)



Figure 9

The 'Yes' figure is surprisingly high given daytime footfall figures, and the demographic of the respondents. It emphasises the need to factor in detailed suitable evening access arrangements for future plans.

Are you registered or consider yourself as disabled, or need to use accessible toilets?

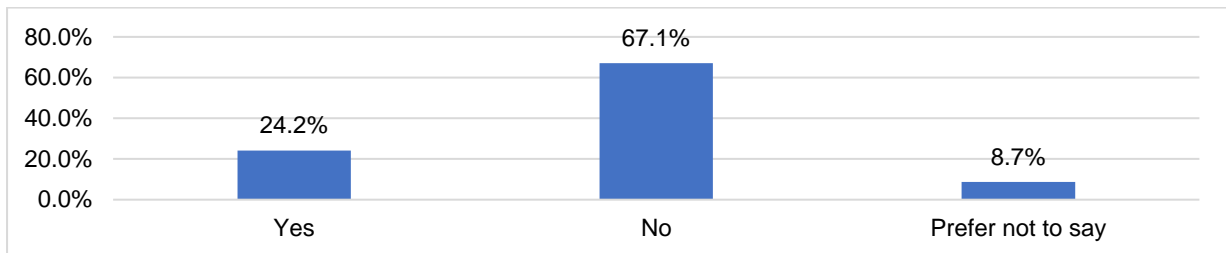


Figure 10

This is a bit perplexing as a response, given that a similar number of people to those reporting here as having no disability, felt they were not able to consider use of an alternative facility in the city if their usual toilet was closed; with health issues being cited as the key issue. It perhaps confirms the suggestion that refusal in Fig 4 was more based on the perception/principle of closure.

Do you use the city council's current public disabled toilet facilities? If yes, please select which facilities you use below. (Select all that apply)

For the following question respondents were asked to select all that apply in relation to which facilities they use within the city. The percentages in the figure 11 are based on the total number of responses received for this question.

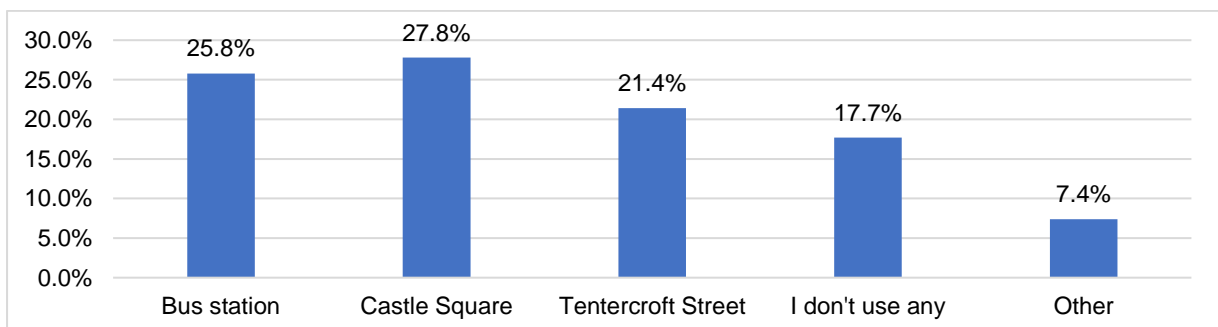


Figure 11

This response is helpful in demonstrating that the key service locations protected from change are those most frequently used by disabled users.

Do you have a Radar key?

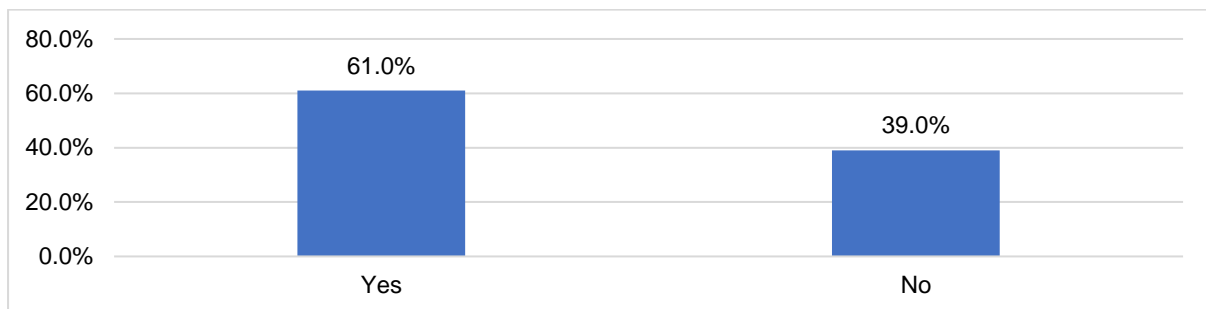


Figure 12

It is important to note that this response is not just from disabled users, suggesting, as has been believed, that a significant number of the general public have acquired Radar keys.

Would you foresee a problem if the council stopped using a radar key system and replaced it with a modern electronic access system?

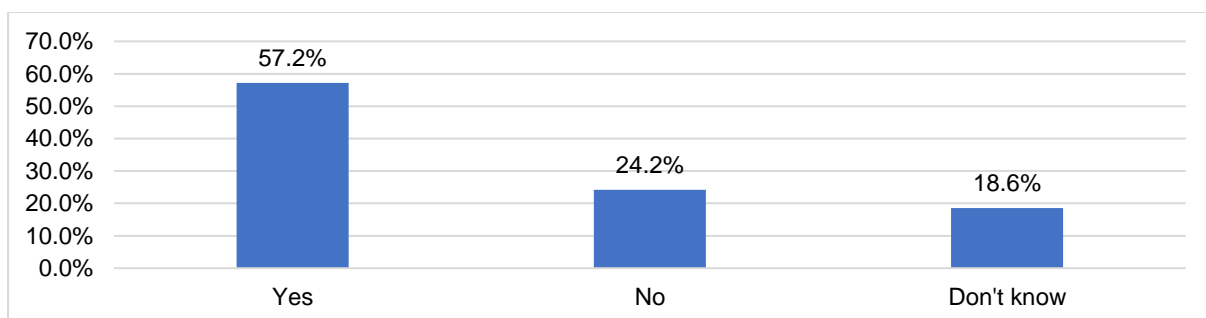


Figure 13

It is important to read Fig 13 and 14 together. This suggests that the problem people encounter are in using Radar keys/access cards.. and could be a kick-back against the perceptions of this review, and the amount of time public toilets are taken out of use due to damage/abuse. Both points suggest that an improved card access system that better protects facilities would be an improvement.

If you would like to make the council aware of any specific issue relating to disabled toilet facilities in the city, please do so below identifying which question number you are referring to please.

The following question was a comments based question, whereby respondents were asked if they would like to make the council aware of any specific issue relating to disabled toilet facilities in the city. Out of those that responded 68 comments were received overall. Figure

14 shows an overview of the most commonly mentioned topics. A detailed breakdown of the comments can be found on pages 24-28.

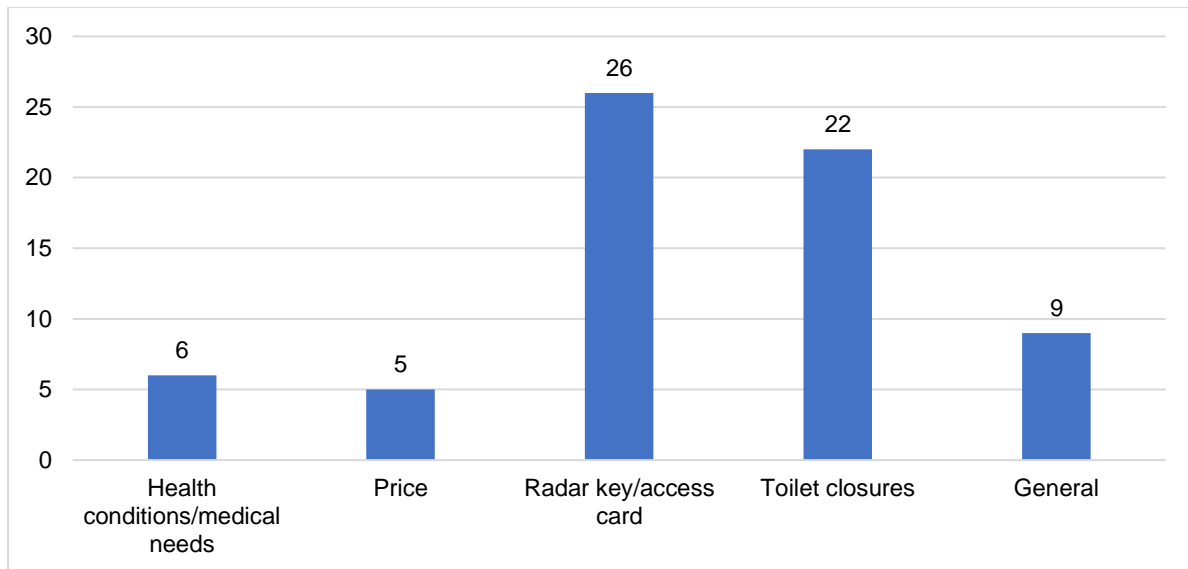
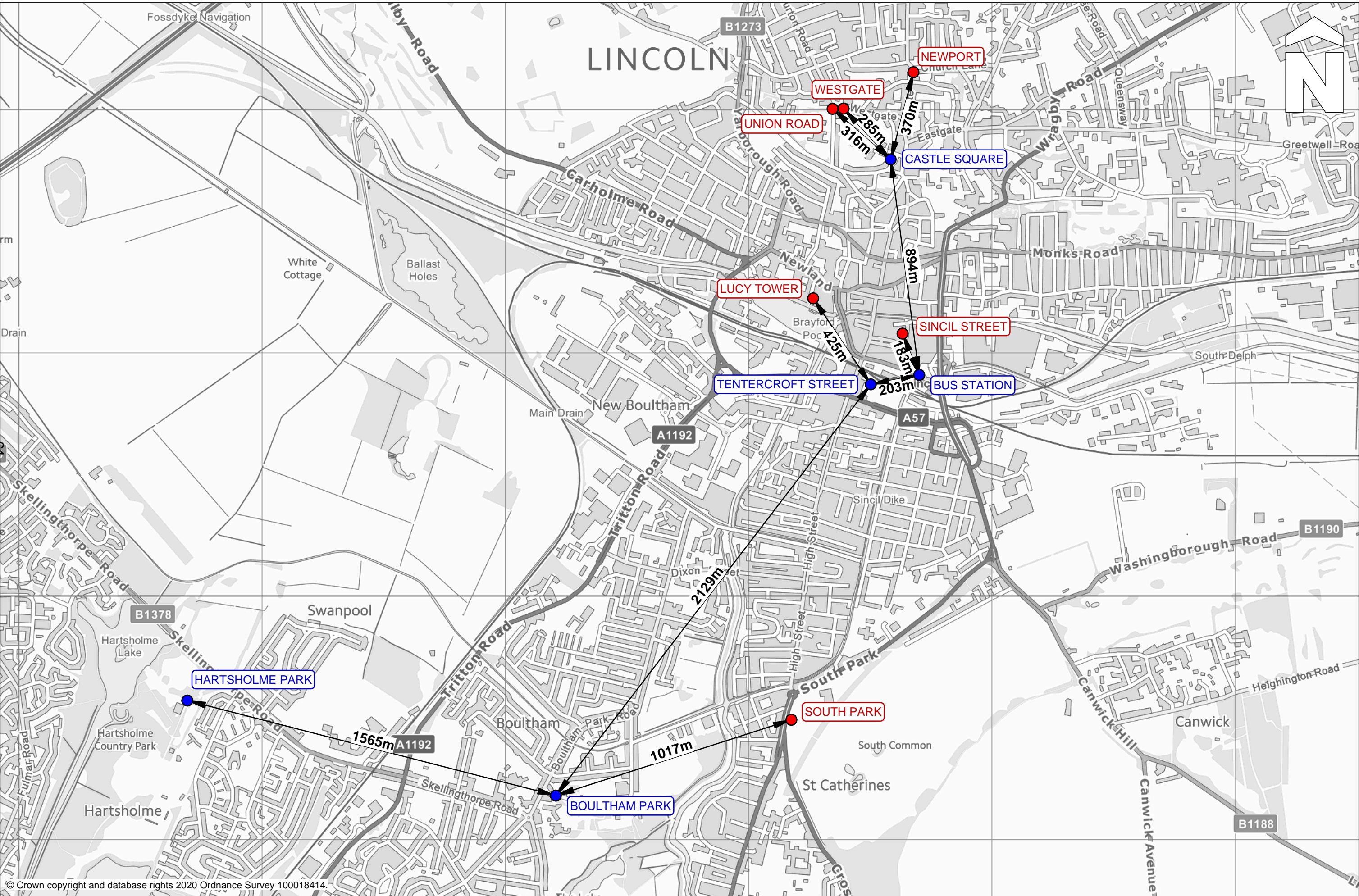


Figure 14

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Toilets

Scale: 1:14000 at A3

Version 2: 04-Sep-2020

- proposed for retention
- proposed for closure/moth-balling

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APP E**Sign Locations –Review and Descriptions**

Location	Existing obvious signage	Potential new signage location	Installation issues	Estimated costs
Westgate	On building only*	Westgate car parks	Affix to existing car park information/light columns. LCC own street lamp columns.	
Castle Square	On building only*	Westgate car parks Castle Hill car park Motherby Lane car park St Martin's DBG St Paul's car parks Lawns	Affix to existing car park information/light columns LCC own high street lamp columns.	
Bus Station /Central	In building only*	Broadgate car park/St Rumbold's street Co-op Building, directly opposite Bus Station 17 Sincil Street, next to 004, directly opposite bus station City Hall Orchard st car parks Central car park-internal Lincoln College car park Motherby Lane car park Rosemary Lane car park Wigford way junction High st	Affix to existing car park information/light columns. Businesses own the walls. LCC own high street lamp columns.	
Tentercroft St	On building only.*	High St sign post/wall In Tentercroft St.	Businesses own the walls. LCC own high street lamp columns.	
OTHER ISSUES				

Sincil St	On building only. *	New signage needed externally after refurbishment of market.	LCC own high street lamp columns.	
<u>South Park-/ Lucy Tower.</u>			Has been events only-so temporary signage to them is acceptable when an event is on . When not in use “next nearest” information is displayed.	
<u>Urinals</u>			Not reviewed in isolation of addressing wider hygiene issues (no utility services)	

***There is some signage on Visitor Information maps and at a few of the city centre finger signposts but this is not comprehensive and is out of date.**

SUBJECT:	EXCLUSION OF THE PRESS & PUBLIC
DIRECTORATE:	CHIEF EXECUTIVE & TOWN CLERK
REPORT AUTHOR:	CAROLYN WHEATER, MONITORING OFFICER

1. Purpose of Report

- 1.1 To advise members that any agenda items following this report are considered to contain exempt or confidential information for the reasons specified on the front page of the agenda for this meeting.

2. Recommendation

- 2.1 It is recommended that the press and public be excluded from the meeting at this point as it is likely that if members of the press or public were present there would be disclosure to them of exempt or confidential information.

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