



# Public Conveniences Options Study 2009



## Executive Summary



NPS North West Ltd have been commissioned by South Lakeland District Council to undertake an Options Study of its existing portfolio of public conveniences during the first quarter of 2009.

The Study was motivated by the Council's desire to assess and challenge the current level, quality and cost of public toilet provision within South Lakeland.

NPS subsequently undertook a survey of the toilets establishing condition, extent of compliance with Part M of the Building Regulations (commonly referred to as DDA), running costs (including energy and water usage) and local context. NPS was also asked to look at the historical data gathered by the Council in previous years and that was itself the subject of previous reviews, so that any duplication of effort can be eliminated.

Having gathered data it was then possible to assess the significance of it and undertake a benchmarking exercise that measures the performance of a toilet facilities against such criteria as annual running cost, location, footfall, condition and life expectancy/life cycle costs. Key to the study was the cost of bringing the current toilets up to Part M standards and making them accessible to all sectors of the community. From figures produced for footfall it could be seen how well used a facility was and whether it was actually needed. However establishing need in areas where there is currently no toilet provision is beyond the scope of this report.

In order to simplify what could become a complex process of evaluation a 'traffic light system' has been used to identify;

- (a) those toilets that might be considered for possible closure because they are in a remote location, perhaps with a low footfall and are expensive to maintain (red),
- (b) those that demonstrate room for improvement and where alternative arrangements should actively be pursued (amber) and
- (c) those that are clearly in strong demand, offer a significant level of high quality service in key locations and that with some investment should be recommended for retention (green).

In considering alternative provisions NPS were also asked to look at how Councils have addressed this issue in other parts of the country. Some authorities have gone for total closure, others partial and many have passed the service to others. In some instances toilet facilities have been used as a 'billboard' and an advertising funding stream has been created, whilst in some tourist areas authorities have introduced charging in an attempt to reduce the financial burden on the local community. A number of authorities have taken the decision to provide fewer but more sustainable eco-friendly facilities with lower running costs. Many authorities have adopted a combination of options to suit budgets and need.

The Options Study ends with a series of recommendations and includes options for further work for example public consultation, long term monitoring of user numbers, leasing studies, tendering packages and so forth.

## Current Service Details and Costs

The South Lakeland District Council ('the Council') provides public conveniences in South Lakeland under discretionary powers set out within Section 87 of the Public Health Act 1936.

The Council currently has 44 public toilets in its portfolio and has a freehold interest in 37 of these facilities. Of the remaining seven, four are leased from the Lake District National Park Authority and the remaining three are leased from other entities.

The provision of these facilities costs the Council in the region of £790,000 per year, this figure comprising both direct costs (maintenance, utilities, rent, rates, cleaning, insurance) and indirect expenditure (salaries and capital charges). The apportionment of indirect costs is calculated by the Council's finance team. The net cost of the service is less than this when you take into consideration contributions made by parish councils and this negotiated figure totals approximately £50,000. The parish contribution varies and ranges from a low of 1% to a high of 79% of the net costs of the respective public convenience and applies to 17 of the total number of 44 facilities. The salary costs attributed to each public convenience are not in direct proportion to the maintenance cost or footprint or indeed on the number of unit facilities (i.e. wash basins, urinals and wc's) provided at each location. It should therefore be recognised that indirect costs, when considering alternative arrangements, should be treated differently and how this might be done is not within the scope of this review as this relates directly to employee costs. Nonetheless if the toilet portfolio is rationalised then some consideration will need to be given to indirect costs as these will inevitably reduce in line with any savings made in direct costs.

The cost of servicing the toilets is approximately £466 per square metre (based on the gross internal area of all the toilets combined) and this figure can be used as benchmark for measuring the cost of maintaining each facility. Thus £466 buys facilities maintained to a high standard of functionality and cleanliness with regular fortnightly inspections, daily cleaning and routine reactive maintenance regime. There are some toilets with very high maintenance costs in the £600-800 per m<sup>2</sup> bracket and efforts should be made to address this. There are also facilities with low maintenance costs in the £250-£350 per m<sup>2</sup> range.

Maintenance costs per annum of course only tell part of the story as inevitably there are life cycle costs to consider for each facility where the costs of maintaining 44 public conveniences over say a period of 30 years will need to take into account the cost of replacing buildings as they reach the end of their natural lifespan. The total figure is in the region of £39,000,000.

The best available benchmark data is provided by the toilets themselves as there is a sufficient number available to provide meaningful data on footfall and cost. This eliminates the need for creating expensive BVPIs or local indicators where currently none exist and the best performing facilities within the Council's portfolio act as the standard by which others are measured. This has the advantage of taking into account known regional variations for building materials used in construction, transport costs, location, salaries and so forth. It is this latter approach that has been adopted for this study.



## Survey of Existing

PC Name		Date of Survey		
Location				
SLDC PUBLIC CONVENIENCE SURVEY 2009				
Facilities Audit				
MALE				
Urinals	WC's	Basins	Baby change	Dryers
FEMALE				
	WC's	Basins	Baby change	Dryers
DISABLED PROVISION (See separate sheet for detail)				
Number of units	WC's	Basins	Baby change	Dryers
SERVICES				
Electric	Cold water	Hot water	Concealed plumbing	Exposed plumbing
CONSUMPTION				
Number of lights	Lighting control	Cisternisers fitted	Water heater	Unreal flushing
INTERNAL CONSTRUCTION AND FINISH				
Wall				
Floor				
Ceiling				
Cubicle divisions				
Cubicle doors				
EXTERNAL CONSTRUCTION AND FINISH				
Wall construction				
Wall finish				
Roof form				
Roof covering				
GENERAL CONDITION OF FACILITY OVERALL				
Very good	Good	Average	Poor	Very bad
LOCATION				
Car park town centre	Car park rural	In town no parking	Rural no parking	Close to parking
				metres
Alternative facilities:				
DEFECTS AND COMMENTS				

A pro-forma sheet (see left) was specifically designed for use in the survey of existing public toilet buildings, sanitary wear and apparatus. Specific survey sheets and photographs for each of the Council's public toilets have been prepared and can be found within the **Appendix** to this Study.

Whilst most facilities were found to be in a good state of repair, there were some that require significant investment to bring up to an acceptable standard and these are referred to in the Conclusions and Recommendations section and the accompanying **Table 5**.




DDA Audit

PC Name

Date of Survey

Location



SURVEY OF DISABLED PUBLIC TOILET CONVENIENCES

Element	OK	Comment
Size of cubicle 2200 x 1500		
Clear manoeuvring space		
Ramp		
Ramp gradient		
Ramp contrasting colour		
Ramp width nlt. 1200		
Ramp landings nlt 1200		
Ramp finish and grip		
Ramp handrails both sides		
Door		
Door size & position		
Door opening strength 20N		
Door grab rail		
Door Radar lock & levers		
Door signs		
Toilet		
Toilet 480 high		
Toilet 750 projection		
Toilet position		
Toilet lever position		
Toilet seat		
Basin		
Basin 720 - 740 high		
Basin position		
Basin tap hot and cold		
Grabrails		
Grabrail positions		
Grabrail contrast		
Facilities		
Alarm system		
Light and switch		
Mirror		
Coat hook		
Hand dryer		
Toilet paper dispenser		
Paper towel dispenser		
Soap dispenser		
Sanitary disposal bin		
Litter bin		
Colostomy shelf		
Notes		








A pro-forma sheet (see left) specifically designed for use in the survey of the Council’s public toilets assisted the surveyor—in the production of an access audit of the facilities and also in determining an approximate estimate of the cost to bring each facility up to standard. Specific survey sheets for each of the Council’s public toilets have been prepared and can be found within the **Appendix** of this Study.

The Disability Discrimination Act (‘the Act’) calls on service providers to make reasonable adjustment to buildings and the way services are managed when trying to make them fully accessible to users of all abilities. The Council is also measured on its performance in making its buildings accessible and the Audit Commission provides guidance to those authorities who have a duty to comply with Best Value Performance Indicator 156 (‘BVPI 156’), which states that a building is either fully compliant or not fully compliant with no account being taken of the extent of compliance. The Council’s 44 public toilets therefore score zero and are classified as failing under BVPI 156. This can be somewhat harsh considering that it may not be possible to provide a fully accessible public toilet in some locations within South Lakeland simply because of topography and excessive gradients that preclude the use of ramps without going to considerable expense.

The assessment of measuring compliance with the Act is not an exact science. The Act specifically states that any adjustments need to be reasonable and solutions that are not economically viable are discounted. NPS have therefore made a ‘reasonable’ judgement, when undertaking the access audits, as to what is practically possible in each location and the comments on the survey sheets take this into account.

































The access audits undertaken assess the extent to which the public toilets comply with Approved Document M of the Building Regulations (‘Access to and Use of Buildings’). It was concluded that none of the Council’s conveniences fully comply with current Building Regulations. **Table 2** sets out specific details of the extent of compliance and the estimated cost to bring each facility up to standard.

Kendal and South of Kendal

1	Aldingham.....	 
2	Arnside Disabled.....	
3	Arnside Promenade.....	
4	Bardsea.....	
5	Broughton in Furness.....	 
6	Cark in Cartmel.....	 
7	Cartmel.....	
8	Flookburgh.....	 
9	Grange Berner's Car Park.....	 
10	Grange, Church Hill.....	 
11	Grange Ornamental Gardens.....	 
12	Grange Promenade Playground....	
13	Kendal New Road.....	 
14	Kendal Peppercorn Lane.....	 
15	Kirkby Lonsdale, Devil's Bridge....	
16	Kirkby Lonsdale, Jingling Lane....	 
17	Lindale.....	
18	Milnthorpe Car Park.....	 
19	Sedbergh Joss Lane.....	 
20	Staveley, Abbey Square.....	
21	Ulverston, Brogden Street.....	 
22	Ulverston, Canal Foot.....	 
23	Ulverston, The Gill.....	 
24	Ulverston, Priory Road.....	 

	30% Size	10% Door	10% Ramp	10% wc & pos	10% whb & pos	10% Rails	10% Fittings	10% Light & Elec.	Total	Band Assessment			
										minor 1	moderate 2	significant 3	major 4
	30	5	10	7	10	3	1	0	66			●	
	10	2	10	4	2	2	2	2	34			●	
	30	0	3	8	8	2	8	2	61		●		
	30	5	10	8	10	10	8	10	91	●			
	30	8	10	4	4	8	5	10	79	●			
	0	2	0	10	8	2	1	2	25				●
	30	10	10	10	10	10	5	10	95	●			
	30	8	10	2	0	2	1	2	35			●	
	25	3	3	2	2	2	3	10	50		●		
	0	4	10	2	0	1	1	2	20			●	
	25	4	10	8	2	2	2	10	63		●		
	10	2	10	10	10	4	5	10	61			●	
	10	2	0	10	5	3	3	10	43				●
	25	2	4	8	7	4	2	10	62			●	
	10	10	10	8	8	4	7	10	67			●	
	0	5	5	2	5	2	1	2	22				●
	10	8	10	10	10	4	4	5	61			●	

North of Kendal (The Lakes)

25	Ambleside, Low Fold.....	
26	Ambleside, Mechanics Institute...	 
27	Ambleside, Rothay Park.....	 
28	Ambleside, Rydal Road.....	 
29	Ambleside, Waterhead.....	 
30	Bowness, Baddeley Clock.....	 
31	Bowness, Bowness Bay.....	 
32	Bowness, Braithwaite Fold.....	
33	Bowness, Ferry Nab.....	 
34	Bowness, Glebe Road.....	 
35	Bowness, Pinfold Car Park.....	
36	Bowness, Rayrigg Meadow.....	
37	Bowness, Rayrigg Rd. Car Park....	 
38	Chapel Stile.....	
39	Coniston Bridge.....	
40	Coniston Car Park.....	 
41	Grasmere, Moss Parrock.....	 
42	Grasmere, Stock Lane.....	
43	Hawkshead, Car Park.....	 
44	Windermere, Broad Street.....	

Estimated cost of refurbishment for each band  
Band 1 £0 - 5,000 (mean cost £2,500)  
Band 2 £5 - 15,000 (mean cost £10,000)  
Band 3 £15 - 25,000 (mean cost £20,000)  
Band 4 £25 - 40,000 (mean cost £32,500)

	30% Size	10% Door	10% Ramp	10% wc & pos	10% whb & pos	10% Rails	10% Fittings	10% Light & Elec.	Total	Band Assessment			
										minor 1	moderate 2	significant 3	major 4
15	2	10	4	2	2	2	2	2	39			●	
0	5	5	10	2	2	2	0	26				●	
0	8	10	10	10	2	3	2	45				●	
0	4	10	8	10	8	2	2	44				●	
0	5	10	10	8	2	1	2	38				●	
0	4	10	4	5	2	1	10	36				●	
30	5	5	2	3	2	1	10	58			●		
15	2	4	10	8	0	0	2	41			●		
0	5	2	10	10	2	2	2	33					●
10	8	5	10	8	2	4	2	49					●
0	2	1	2	3	2	2	10	22					●
0	6	10	10	8	2	2	2	40				●	

Summary cost of refurbishment  
3Nr. Band 1 @ £2,500 = £22,500  
5Nr. Band 2 @ £10,000 = £50,000  
15Nr. Band 3 @ £20,000 = £300,000  
6Nr. Band 4 @ £32,500 = £195,000  
Total = £567,500

## Summary of Previous PC Reviews

In **2001** the Council reviewed its toilet facilities and closed 11 sites out of a total of 56 amidst “strong community and member reaction against the decision”. The concept of shared funding was introduced and emphasis was placed on bringing facilities up to Part M standards.

In **2003** the public conveniences partnership fund was created to help keep open those conveniences that had previously been earmarked for closure.

In the **2005/06** review of public conveniences undertaken by the Council the status was as follows:

45 Public Toilets of which  
12 are located in public car parks operated by the Council;  
7 within National Park buildings, on National Park car parks or on 3<sup>rd</sup> party land;  
26 located on SLDC land.

Staff at the time of the 2005 review comprised 14 cleaning posts (FTE).

It recommended the evaluation of a number of alternative options including the closure of 21 toilets, the extension of partnership funding, or the closure of all the toilets. In **2006** the Leader of the Council made it clear that Cabinet had no intention of closing anymore public conveniences at that time.

In **June 2007** a task group was set up to review the partnership funding arrangements for public conveniences and make recommendations about the general provision of toilets within the district as the two are interlinked. Amongst their conclusions was a belief that the “provision of public conveniences for visitors and residents alike is essential to support the local economy” and that “the criteria used to select the proposed 24 strategic sites in the public conveniences service review were sound and recommend that Cabinet consider commissioning an independent study to establish strategic locations for public conveniences based on need”.

The task group also recommended “that the contribution sought from partners in the public conveniences partnership fund is 50% of the total cost of providing the relevant public convenience” ; “ revenues from car parks with public conveniences located on or adjacent to them be used to fund those public conveniences in full” ; “that the Council seek to use section 106 agreements wherever possible to obtain new build or refurbished public conveniences”.

In **January 2009** NPS were asked to submit proposals for an options review and an instruction to commence work was received in March 2009.

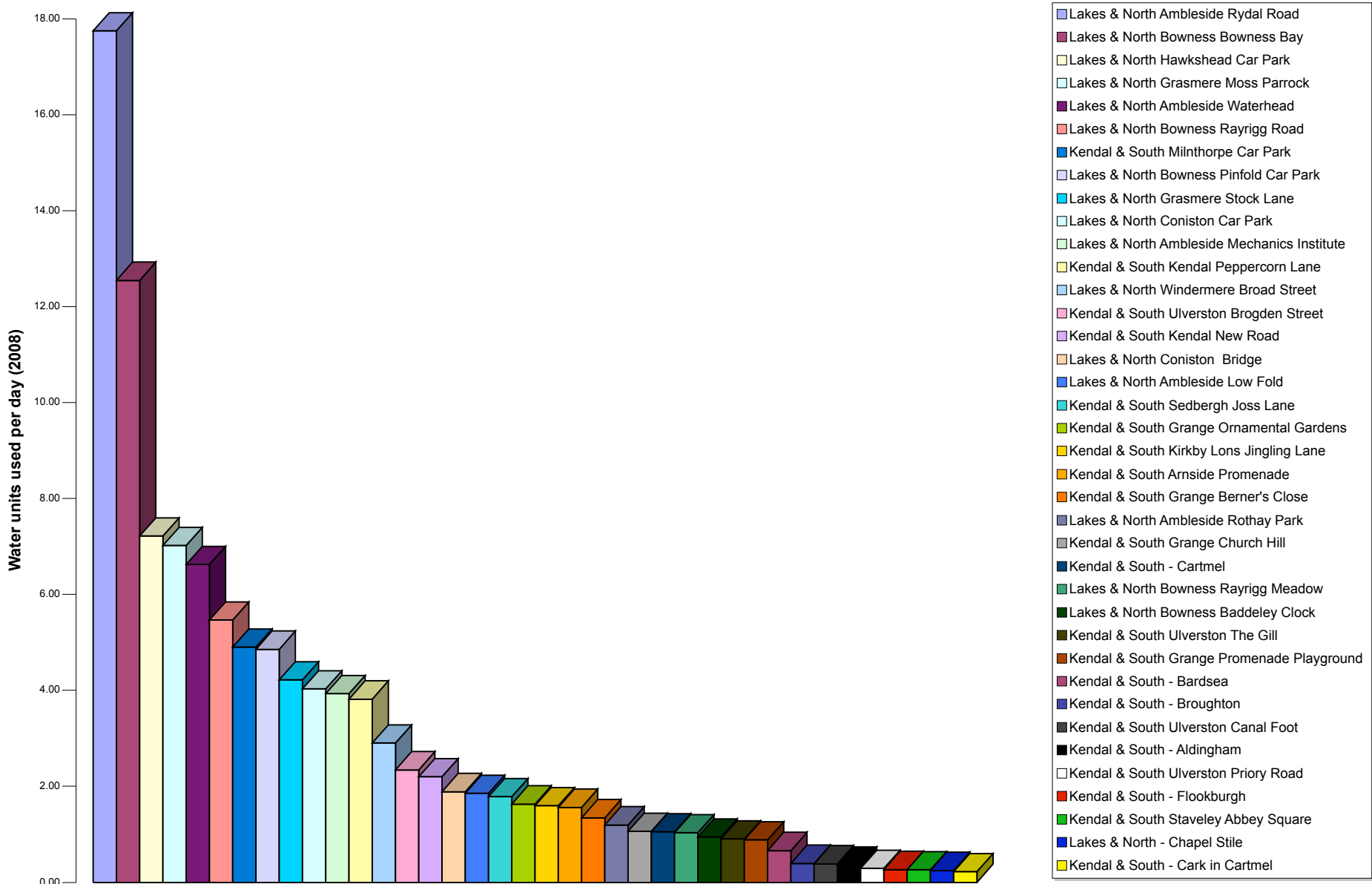
See **Table 3** for a review summary of the above reviews.



Graph 2  
Footfall Indicators - Water Usage

			Water units used per day (summer 2008) <sup>1</sup>	Water units used per day as a percentage of Rydal Road figure (summer 2008) <sup>1</sup>
Area	Name			
Lakes & North	Ambleside	Rydal Road	17.75	100.0%
Lakes & North	Bowness	Bowness Bay	12.55	70.7%
Lakes & North	Hawkshead	Car Park	7.22	40.7%
Lakes & North	Grasmere	Moss Parrock	7.022	39.6%
Lakes & North	Ambleside	Waterhead	6.626	37.3%
Lakes & North	Bowness	Rayrigg Road	5.464	30.8%
Kendal & South	Milnthorpe	Car Park	4.90	27.6%
Lakes & North	Bowness	Pinfold Car Park	4.859	27.4%
Lakes & North	Grasmere	Stock Lane	4.22	23.8%
Lakes & North	Coniston	Car Park	4.033	22.7%
Lakes & North	Ambleside	Mechanics Institute	3.935	22.2%
Kendal & South	Kendal	Peppercorn Lane	3.818	21.5%
Lakes & North	Windermere	Broad Street	2.906	16.4%
Kendal & South	Ulverston	Brogden Street	2.344	13.2%
Kendal & South	Kendal	New Road	2.20	12.4%
Lakes & North	Coniston	Bridge	1.89	10.6%
Lakes & North	Ambleside	Low Fold	1.857	10.5%
Kendal & South	Sedbergh	Joss Lane	1.786	10.1%
Kendal & South	Grange	Ornamental Gardens	1.632	9.2%
Kendal & South	Kirkby Lons	Jingling Lane	1.60	9.0%
Kendal & South	Arnside	Promenade	1.564	8.8%
Kendal & South	Grange	Berner's Close	1.343	7.6%
Lakes & North	Ambleside	Rothay Park	1.20	6.7%
Kendal & South	Grange	Church Hill	1.06	6.0%
Kendal & South	-	Cartmel	1.054	5.9%
Lakes & North	Bowness	Rayrigg Meadow	1.035	5.8%
Lakes & North	Bowness	Baddeley Clock	0.941	5.3%
Kendal & South	Ulverston	The Gill	0.908	5.1%
Kendal & South	Grange	Promenade Playground	0.888	5.0%
Kendal & South	-	Bardsea	0.663	3.7%
Kendal & South	-	Broughton	0.40	2.2%
Kendal & South	Ulverston	Canal Foot	0.384	2.2%
Kendal & South	-	Aldingham	0.364	2.0%
Kendal & South	Ulverston	Priory Road	0.291	1.6%
Kendal & South	-	Flookburgh	0.265	1.5%
Kendal & South	Staveley	Abbey Square	0.258	1.5%
Lakes & North	-	Chapel Stile	0.247	1.4%
Kendal & South	-	Cark in Cartmel	0.224	1.3%
Lakes & North	Bowness	Glebe Road	x	x
Kendal & South	-	Lindale	x	x
Kendal & South	-	Arnside Disabled	n/a	n/a
Lakes & North	Bowness	Braithwaite Fold	n/a	n/a
Kendal & South	Kirkby Lons	Devil's Bridge	n/a	n/a
Lakes & North	Bowness	Ferry Nab	n/a	n/a

Footfall Indicators - Water Usage (2008)



Key

Closed or mothballed Toilet

Water meter readings currently not available / not able to be isolated from adjoining properties

<sup>1</sup>

= Based on Estimated and Actual water meter readings taken in May, June, August, September and October 2008. *Figures in italics are projected from Spring 2008 figures*



## Footfall Indicators – Cost Analysis

Whilst the Council have carried out a number of public convenience reviews in recent years it seems little, if any, data has been compiled to date on the respective use of each of the conveniences.

Use, which can also be described as 'footfall' or patronage' can be in theory calculated in a variety of ways:

- 1 Visitors to each public convenience can be **directly counted** either by stationing staff at each facility to carry out this task, or by placing 'proximity meters' at each facility.
  - (a) Clearly **placing staff at facilities** for a number of days to carry out such research is likely to be problematic. Issues to be tackled, apart from the potential salary costs involved, would include a decision on how many days visitors would need to be counted to make any data collected meaningful. The logistics of replicating this process across 44 facilities is clearly not realistic.
  - (b) **'Proximity meters'** contain infra-red movement sensors capable of calculating the number of person movements. We understand that a single 'proximity meter' would cost in the region of £200 to purchase. Consequently the cost of purchasing individual meters for each separate gents, ladies and disabled public toilet facilities within the District would be significant. Data would also need to be built-up over a period before it could be used reliably – ideally 12 months worth of data would need to be collected to eliminate seasonal variations. Data of this kind can also be skewed, for example by people standing in the entrance to facilities – each movement across the infra-red beam will be recorded as a separate visit to the facility.
- 2 The **analysis of utility bills** was another method we looked at. Clearly higher utility costs should in theory equate to higher usage. Whilst the analysis of bills will not allow the exact number of visitors to be calculated, without the making of further assumptions, an estimate of the volume of usage of the respective facilities could at least be made.
  - (a) We considered the **analysis of electricity bills**. In a typical facility electricity is consumed by hand dryers, lighting, water heaters and also sometimes ticket machines serving adjacent Council owned car parks. Of these items the consumption of power by hand dryers is the directly linked to the volume of usage of the facility, but the other items are not. On reflection we concluded that it would be more appropriate for us to analyse water bills.
  - (b) Water bills are split into standing charges and water meter readings. We considered the **analysis of water meter readings** as these are directly linked to the volume of water used at each facility. In a typical facility water is consumed by toilets when flushed, taps when pressed and urinals. Of these the volume of water used by toilets and taps is directly linked to usage. The flow of water into urinals is controlled by a device known as a 'systemiser'. These are set to ensure that each urinal is flushed at regular intervals. We understand that all the 'systemisers' within SLDC's public convenience facilities are generally set to flush at a similar frequency. We concluded that there was a direct link between water usage and 'footfall' and therefore decided to use the analysis of water bills as our method to estimate of the volume of usage of the respective facilities.

Our analysis is summarised in **Table 4** (overleaf). As would be expected it can be seen that water usage in facilities situated in the key tourist centres of the Lake District is greatest. Facilities situated in less frequented areas, such Aldingham, have the lowest water usage.



## What have other Councils done?

### *A review of the alternatives*



There are a number of options that can be considered when providing toilet facilities in public places. These can be summarised as follows;

1. Maintain the **status quo**, with occasional tweaks to improve the quality of the offer and make modest reductions in annual running costs.
2. **Close** (completely or partially) **and dispose** of the assets using the capital receipt to fund other options.
3. **Enable others to provide** the service through lease agreements, grants, parish precept etc using either existing Council facilities, nearby alternative facilities or in the provision of new toilets in key locations. For example this might include considering an agreement with a private company to provide automatic self cleaning public conveniences or so called super-loos, or perhaps grant aiding businesses to provide accessible toilets at certain times of the day e.g. cafes and public houses ('community schemes')
4. Working in **partnership** with others
5. Using the proceeds from selling the less economic facilities to enable a **programme of improvements** that would reduce the annual maintenance bill and extend the life of select list of toilets in areas where there is significant demand
6. **Identify alternative sources of income** to help fund ongoing maintenance e.g. advertising
7. **Introduce pay or controlled access systems** into existing toilets to reduce vandalism and introduce an automated lock and unlock system.
8. **A combination** of any or all of the above
9. **Cease providing the service** altogether

For example...



- **South Shropshire District Council and Bridgnorth** contracted with a private company to improve and operate the public convenience provision, in the latter case under a 5 year agreement
- **Shrewsbury and Atcham Borough Council** are considering the letting of a tender to improve and operate their 7 public toilets on a 10 year contract
- **Berwick** have provided two superloos supplied by the Healthmatic Company in the town centre. The superloos automatically clean themselves after every use and are permanently linked to central monitoring points so that adjustments can be made without interrupting services and faults can be quickly attended to. The toilets operate 24 hours a day, seven days a week and a charge of 20p is made.
- **Scarborough Council** closed its aging toilets and provided the superloos instead, picking up awards under the Loo of the Year scheme run by the British Toilet Association.
- **North Devon District Council** have provided superloos at Ilfracombe, Braunton, Croyde, and Saunton Sands and have all received 4 stars (5 max) in the British Toilet Association's Loo of the Year Awards. The toilets at Saunton were a joint project between North Devon and the Christie Estates Trusts. Cllr Sue Sewell says: "This is a real achievement for the District Council. We are really proud of our new loos and feel we are providing a better service to the public."
- Following a review of **Herefordshire's** public toilet provision in 2003 it commenced a programme of installing superloos at Leominster bus station where five such toilets were created using local companies and contractors. The cubicles lock automatically at 7.00pm each night and open again at 6.00 am. There was no charge for using the facilities.
- **Carmathenshire County Council** has installed superloos for the first time in Carmarthen as part of a strategy to improve aging facilities into first class toilets. The programme of work in 2007 included 9 superloos at sites throughout Carmathenshire and £1.5 million has been allocated over three years to improve 36 toilets.
- **Welwyn Hatfield Borough Council** is confident that a small charge (10 pence) will reduce the level of misuse and vandalism when its new superloo facility is installed in Hatfield January 2009. The toilets cost £16,000 and will be open 24 hours a day, seven days a week.
- **Ferryhill Town Council** have designed new toilets that incorporate two shop units that will generate income to cover the running costs of the toilets. They also plan to



incorporate new public toilets as part of any new facilities created at their public park.

- **Lancaster City Council** are proposing to mothball up to 14 toilets facilities and introduce a new community toilet scheme by teaming up with businesses including cafes, pubs and hotels. This could save the Council up to £80,000 in the next financial year.
- **Bath and North East Somerset Council** has installed two superloos enclosed within Bath stone external walls. The toilets are open 24 hours and a charge of 10 pence is levied.
- **London Borough of Richmond upon Thames** have pioneered a new scheme whereby the public can have free use of toilets in participating businesses, which receive an annual payment in return to cover their costs. This is currently £600 per annum per location. For details visit:-  
[www.communities.gov.uk/publications/localgovernment/guidancetoiletschemes](http://www.communities.gov.uk/publications/localgovernment/guidancetoiletschemes)
- **Nottingham City Council** have recently disposed of a block of toilets originally built for canal workers in 1840, for £500,000 and a restaurateur is planning to turn them into a fast food restaurant at a further cost of £500,000.
- Public toilets across **Craven** are set to close – unless parish councils step in. Councillors reluctantly agreed to close or transfer toilets in eight towns or villages. However, **Gargrave Parish Council**, **Skipton Town Council** and **Ingleton Community Centre** are willing to take over toilets in their communities. And **Glusburn and Cross Hills Parish Council** has asked for more information about toilets in Main Street, Cross Hills. The toilets could also be sold off following the agreement of the council and to avoid having to pay non-domestic rates.



Bath and North East Somerset Council's superloo is clad in local stone to meet with Bath's strict planning laws

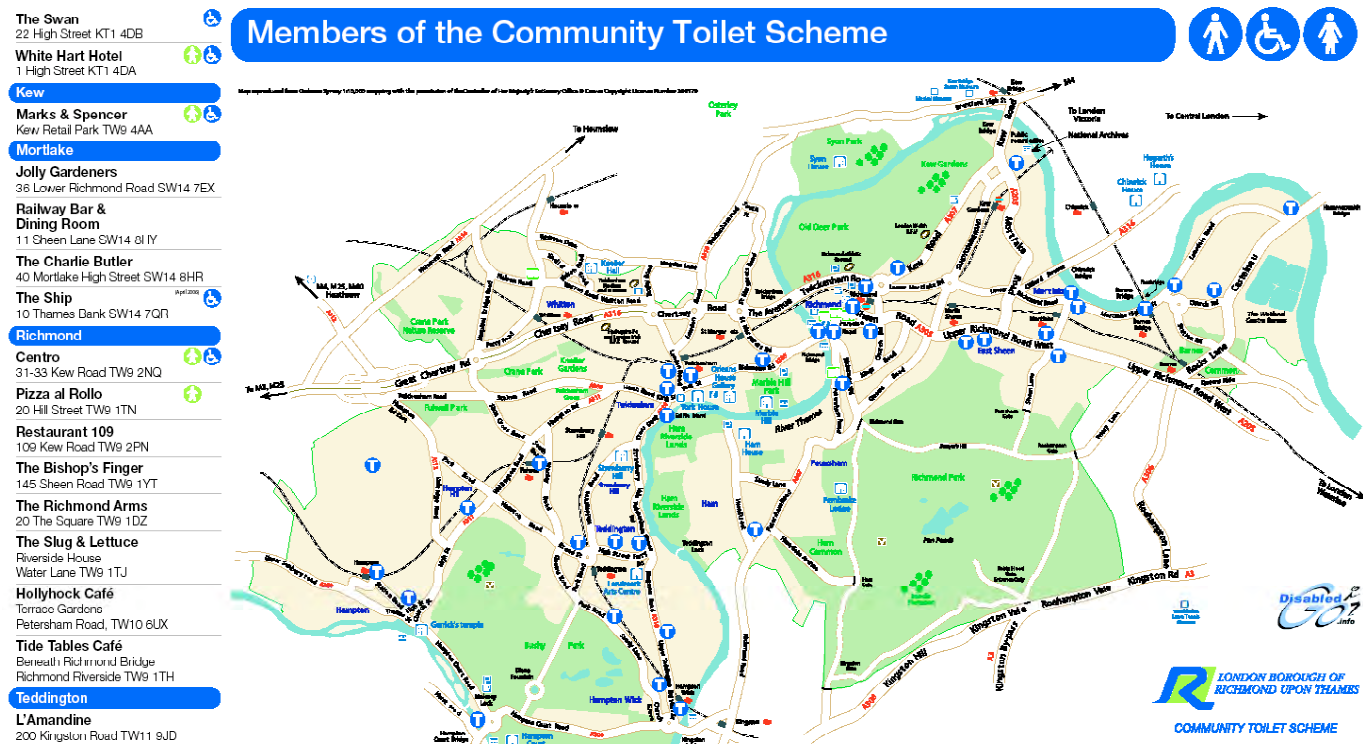
## What is a superloo?

A superloo or automatic public convenience (APC) is a low maintenance, vandal resistant facility that operates a coin (optional) or RADAR key access mode. It is a factory made unit delivered to a site where the servicing infrastructure is in place and is usually operated by a private company under contract for a fixed period. Operation instructions can be in a variety of languages including Braille and/or audio instructions for those with a visual impairment. Superloos include full facilities for wheelchair users and a baby change unit could be provided if required. They also have designated spaces for Council information and maps. Some units have a modem link to a maintenance contractor who is able to produce regular reports on usage and maintenance operations carried out for the client. They can also be fitted with anti vandal features to deter misuse e.g. no more than one in the unit, high powered water jet comes on if walls are hit with any degree of force, etc.

Healthmatic, Adshel and JC Decaux are typical companies supplying APCs to local authorities. Currently JCDecaux have 750 installations situated in the UK.

Units can be installed in existing buildings or within new screening structures to satisfy planning requirements with regard to appearance. (See Bath example) and can be the subject of a short, medium or long term lease agreement with maintenance carried out by the supplying company. A typical annual cost per unit is in the region of between £6000 and £18,000 depending on the terms agreed and the length of the contract. Short term contracts of say 5 years are of course higher, longer term say 15 years attract lower annual charges. In addition there is a capital outlay of about £40,000 per unit (this reduces depending on how many units are purchased, negotiated advertising rights, lease terms etc). The costs of using superloos in remote areas where there is low usage can be economical, but where there is a requirement for a large number of units, for example near a coach stopping off point in Windermere, then the costs become prohibitive and a more traditional, sustainable solution might be the preferred solution.

# Community Schemes



A community scheme incorporates existing toilets within the business sector and makes them available for members of the public. Businesses are provided with a grant each year and agree to maintain their own toilets to a certain standard of cleanliness. In order to maintain a standard of cleanliness and upkeep Councils may choose to carry out routine inspections or run the risk of facilities failing the agreed standards. The London Borough of Richmond upon Thames produce a map showing scheme membership and what is provided at each location. However maps can quickly go out of date when one or more businesses cease trading without prior warning and a service that the Council has actively promoted ceases to deliver. This presents a management problem to ensure continuity and the ongoing availability of facilities in key areas, although risk can be reduced through careful and stringent vetting of scheme members.

A community scheme might prove successful in areas where there are concentrated pockets of service activity for example in settlements where there is a high number of public houses, restaurants, visitors centres, tourist attractions, as there is likely to be an abundance of alternative candidates for a scheme. This can be contrasted with lightly populated rural areas with few visitors and the Council should consider carefully whether a need for a toilet facility exists in these areas where there are few other options.

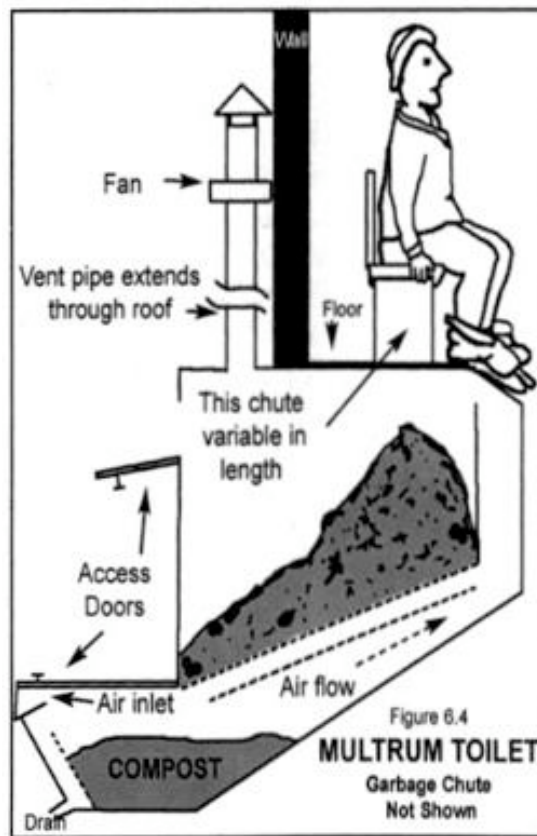
Community schemes could be set up in for example in areas of significant tourist activity in the lakes at locations where there is an obvious demand for such facilities. In contrast it might be possible to consider settlements such as Grange over Sands where the town council might work in partnership with local businesses to deliver this service. New developments in a community could also be encouraged, with perhaps a Section 106, to provide public toilets as part of the offer to visitors and residents alike. In any scheme it is important to ensure that it is demand-led before committing to financing such a venture and this could be based on data provided on visitor numbers by the Cumbria Tourist Board or by specific research carried out indigenous to each sub region.

For more information on the Richmond Community Scheme see

[www.communities.gov.uk/publications/localgovernment/guidancetoiletschemes](http://www.communities.gov.uk/publications/localgovernment/guidancetoiletschemes)

This scheme has been identified by Communities in Local Government as an example of best practice.

## Eco Toilets



One of the UN's Millennium Development Goals is providing lavatory access for everyone in the world by 2025. As this is likely to be a provision in developing nations, issues of sustainability are addressed because of necessity rather than desirability in part due to limitations on water supply, drainage, finance and many of the things we take for granted in the UK. When it comes to providing sanitary facilities in these countries necessity is the mother of invention and much can be learnt from the ideas currently being developed and implemented for example in Asia.

For example they have redesigned the bowl at a downward slope of 22 degrees (see diag). This means the toilet can be washed clean with two litres of water (a flush toilet uses up to 10 litres). The toilet empties into one of two cess-pits, which are rotated every three or four years. That is long enough for the contents of a full cess-pit to turn into a harmless fertilizer. In addition, much of the methane—a gas that contributes to global warming— that is emitted by the waste will be harmlessly absorbed by the surrounding soil.

As an alternative way of disposing of the gas, public toilets have been rigged with bio-gas digesters. These are underground tanks which create the right conditions for methane to be produced and stored. It can then be burned for heating or cooking, or used to generate electricity.

As its contribution to battling global warming, it has been calculated that each year its 1.2m toilets conserve 87.6m cubic metres of gas that would otherwise be emitted into the atmosphere.

Closer to home there are opportunities in Cumbria to investigate the use of small scale hydroelectric power where toilets are close to becks and rivers, but the resources would need sharing with others to effect economies of scale and realise any financial benefits. Solar and photovoltaic panels have a long pay back period and sustainable heating methods are clearly not appropriate for unheated buildings or where water temperatures have to be precisely controlled in response to health and safety requirements. Options for reducing the amount of metered 'clean' water used and electricity consumed should be actively considered as savings can be made that require considerably less investment than say introducing photovoltaic panels.

Rainwater collected from hard areas such as roofs and hardstandings can be collected and used to flush toilets. Alcohol based cleansing products can be used in lieu of soap and water. Natural light can be maximised using sunpipes thereby reducing reliance on electrical lighting. Cleaning and maintenance can be reduced by simplifying layouts and design details. Biological means of disposing of waste can be explored and these have been used with some success in toilets provided at Ingleton and more recently at Tarn Hows for the National Trust. Items such as a grass sedum roof can also have a positive rather than a negative effect on the environment.

The toilets and visitors facility at Tarn Hows was opened in May 2008. It incorporates a low water use system, is clad with locally sourced larch and has a growing sedum roof. All fittings are low maintenance and alcohol based hand cleaners are used instead of soap to eliminate the need for heated water.



Tarn Hows, Cumbria



## Alternative Toilet Facilities in South Lakeland

Some consideration has been given to alternative facilities including those provided by the Lake District National Park however detailed analysis is subject to a separate study and the scope of that work is dependent on the outcome of any public convenience service review the South Lakeland District Council may undertake in the future and whether it wanted to pursue detailed discussions with other service providers.



## Whole Life Costing Analysis of Options

As part of this study whole life costs have been established for all 44 public conveniences based on typical values for three sizes of toilet as follows:

Small public conveniences (14 number) are placed in the band 0 to 25 m<sup>2</sup> using a measure from the gross internal area (see **table 5**);

Medium sized public conveniences (18 number) are placed in the band 25 to 50 m<sup>2</sup>;

and Large public conveniences (11 number) are placed in the band 50 to 100 m<sup>2</sup>

Note that the two public conveniences in Arnside are treated as one since if they were to be rebuilt it would be done so on a single accessible site near or at the current sites.

See the three summary sheets below for Devils Bridge (Small), Rayrigg Road (Medium) and Bowness Bay (Large) as typical examples of whole life cost calculations.

The total whole life cost of the Council's current public convenience portfolio of properties totals **£39,152,621** and represents the aggregate cost to the Council of maintaining and replacing the current buildings over a life cycle of 30 years in order to maintain the present service provision. The whole life cost of an individual building ranges between £513,000 and £1,539,000 with a mid range value of about £911,000.



Devil's Bridge, Kirkby Lonsdale (Small)		nps group		
		Periods		
Expenditure		30	15	30
Rebuild Costs per m <sup>2</sup>	£2,400	£0	£40,800	£0
Professional fee's	12%	£0	£4,896	£0
Demolition	-	£0	£1,000	£0
Contingency	5%	£0	£2,040	£0
Fixed Total = £		0	£48,736	0
Direct Costs				
Maintenance		£3,450	£0	£0
Utilities		£1,280	£0	£0
Rent		£0	£0	£0
Rates		£537	£0	£0
Cleaning		£2,307	£0	£0
Premises Insurance		£66	£0	£0
Total		£7,640	£0	£0
Indirect Costs				
Salaries & Related Expenditure		£9,933	£0	£0
Capital Charge		£897	£0	£0
Total		£10,629	£0	£0
Income = Site Value		£0	£0	£0
Total = £		£18,270	£48,736	£0
Inflation Adjustment	2.5%		1,448	2,098
Interest Rate	3.5%			
Current Life Expectancy	15			
Replacements Life Expectancy	15			
Budget Forecast Period	30			
Area M <sup>2</sup>	17			
Amount of funds Needed over Period		£548,092	£70,584	£0
Overall NPV over Period =		£471,500	£42,131	£0
Total NPV Over Period =		£513,631		
Number of Properties =	1			
Whole Life Cost =		£513,631		
Maintenance Description =	Includes Planned Maintenance and Reactive Maintenance			

Rayrigg Road, Bowness (Medium)		nps group		
		Periods		
Expenditure		30	15	30
Rebuild Costs per m <sup>2</sup>	£2,300	£0	£92,000	£0
Professional fee's	12%	£0	£11,040	£0
Demolition	-	£0	£3,000	£0
Contingency	5%	£0	£4,600	£0
Fixed Total = £		0	£110,640	0
Direct Costs				
Maintenance		£2,217	£0	£0
Utilities		£2,583	£0	£0
Rent		£0	£0	£0
Rates		£4,435	£0	£0
Cleaning		£5,017	£0	£0
Premises Insurance		£115	£0	£0
	Total	£14,367	£0	£0
Indirect Costs				
Salaries & Related Expenditure		£11,478	£0	£0
Capital Charge		£2,787	£0	£0
	Total	£14,264	£0	£0
Income = Site Value		£0	£0	£0
Total = £		£28,632	£110,640	£0
Inflation Adjustment	2.5%		1,448	2,098
Interest Rate	3.5%			
Current Life Expectancy	15			
Replacements Life Expectancy	15			
Budget Forecast Period	30			
Area M <sup>2</sup>	40			
Amount of funds Needed over Period		£858,946	£160,240	£0
Overall NPV over Period =		£738,914	£95,646	£0
Total NPV Over Period =		£834,559		
Number of Properties =	1			
Whole Life Cost =		£834,559		
Maintenance Description =	Includes Planned Maintenance and Reactive Maintenance			

Bowness Bay, Windermere (Large)		nps group		
		Periods		
Expenditure		30	15	30
Rebuild Costs per m <sup>2</sup>	£2,200	£0	£162,184	£0
Professional fee's	12%	£0	£19,462	£0
Demolition	-	£0	£5,000	£0
Contingency	5%	£0	£8,109	£0
Fixed Total = £		0	£194,755	0
Direct Costs				
Maintenance		£3,647	£0	£0
Utilities		£7,686	£0	£0
Rent		£0	£0	£0
Rates		£2,390	£0	£0
Cleaning		£11,969	£0	£0
Premises Insurance		£253	£0	£0
Total		£25,945	£0	£0
Indirect Costs				
Salaries & Related Expenditure		£22,655	£0	£0
Capital Charge		£4,548	£0	£0
Total		£27,203	£0	£0
Income = Site Value				
		£0	£0	£0
Total = £		£53,147	£194,755	£0
Inflation Adjustment	2.5%		1,448	2,098
Interest Rate	3.5%			
Current Life Expectancy	15			
Replacements Life Expectancy	15			
Budget Forecast Period	30			
Area M <sup>2</sup>	73.72			
Amount of funds Needed over Period		£1,594,424	£282,064	£0
Overall NPV over Period =		£1,371,614	£168,361	£0
Total NPV Over Period =		£1,539,975		
Number of Properties =	1			
Whole Life Cost =		£1,539,975		
Maintenance Description =	Includes Planned Maintenance and Reactive Maintenance			

## Conclusions and Recommendations

The options study has examined 44 toilet facilities in South Lakeland and identified their condition, what is required to upgrade them all to DDA compliant standards, the extent to which they are used by the public, the cost of maintaining each facility and what options there are for providing alternative or improved facilities in each location. Our comments and recommendations in respect of each facility is set out in **Table 5**.

Where toilets have very low footfalls, are expensive to maintain and are perhaps in remote locations there is a case for closure and disposing of the asset. Whilst no account has been taken of the income that might be derived from selling toilets, there is still an immediate saving to be made in direct revenue expenditure and the process of examining a pro rata reduction in indirect costs can be commenced. The pro rata figure shown for the indirect costs is indicative only as this relates to employee cost information in part and should therefore be seen as a target.



It is recommended that 15 toilets should either be closed or transferred to others who may be able to provide the service more cost effectively. These have been marked by a 'red light'. Six of these toilets are currently supported by parish contributions of 2%, 4%, 18%, 22%, 28% and 41% of total costs. The closures could be phased



Where the recommendation is for a community scheme i.e. alternative service providers then a figure for set-up costs and an annual maintenance cost is shown. This is based on a number of assumptions taken from the Richmond model (see the section **For example...**) and would rely on some economy of scale. In the Richmond scheme there are 75 partners who each receive an annual payment of £600 plus vat. The figures shown in **Table 5** are based on an assumed number of participants and further work would be required with regard to detail and how the scheme might be applied in a larger geographical area with fewer toilets.

Toilets that are marked with an 'amber light' are possible candidates for a number of options and include handing the service to others, leasing a superloo, or creating a community scheme.

It is recommended that 23 facilities are considered for a community based scheme.



The toilets marked with a 'green light' are strong candidates for retention and possible reinvestment. They are facilities that have a high footfall and alternative provisions identified above would be expensive to implement. In some instances a 'green' could be downgraded to an 'amber' where it is in an area where there are three or four alternative Council owned toilets with a 100 yards and holistic view of providing public conveniences can then be taken. For example there are toilets at the Glebe, Bowness Bay and Braithwaite Fold all within close proximity and whilst the Glebe is currently mothballed it should still form part of any review. The latter toilet may be in a better location than the others and might be a candidate for reinvestment.



It is recommended that 6 public toilets are retained and upgraded to current standards or rationalised by considering more eco friendly forms of construction. An alternative design has been produced for Devils Bridge where a modest investment can result in a significant improvement to the service provision.

By following these recommendations the potential savings are £481,000 per annum of which £100,000 per annum should be earmarked for capital reinvestment over a period of 5 years.

It is also recommended that depending on the outcome of any decisions made by the Council with regard to its public conveniences some further work is undertaken:

- Consultation with all stakeholders affected by any proposals
- Further design work on those conveniences recommended for upgrade or rebuilding with detailed costs
- Investigation into the mechanics and cost of setting up a community scheme
- Establish the likely disposal value of closed facilities and maximise the redevelopment potential of each site where appropriate



Table 5  
Recommendations

Area	Name	DIRECT Expenditure <sup>1</sup>	INDIRECT Expenditure <sup>1</sup>	Parish Contributions as % of Net Cost <sup>2</sup>	Total Cost <sup>2</sup>	Gross Internal Area (m <sup>2</sup> )	Cost per m <sup>2</sup> <sup>3</sup>	Footfall Indicator (100 person/annum) <sup>4</sup>	Traffic Light Indicator <sup>5</sup>	Potential Cost Savings - per annum <sup>6</sup>	Conclusion if recommendation adopted <sup>7</sup>	Comments and Recommendations <sup>8</sup>		
Lakes & North	Ambleside Rydal Road	£17,030	£11,174	x	£34,174	51.75	£660	10	●	£0	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others		
Lakes & North	Grasmere Moss Parcock	£11,680	£11,776	x	£23,457	54.60	£430	40	●	£0	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others		
Lakes & North	Bowness Rayrigg Road Car Park	£14,361	£14,264	x	£28,626	40.00	£716	31	●	£0	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others	High footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others		
Kendal & South	Minthorpe Car Park	£9,846	£14,503	25%	£24,348	32.45	£750	28	●	£0	High footfall. Key location. Improve facility to reduce running cost (as noticeably high), consider introduce charging. Look to increase partnership contribution from Parish Council or others	High footfall. Key location. Improve facility to reduce running cost (as noticeably high), consider introduce charging. Look to increase partnership contribution from Parish Council or others		
Kendal & South	Kirkby Lons Devins Bridge	£7,640	£10,629	29%	£18,270	17.00	£1,075	NA	●	£0	Assumed high footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others	Assumed high footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others		
Lakes & North	Bowness Ferry Nab Car Park	£9,759	£12,956	x	£22,715	53.20	£427	NA	●	£0	Assumed high footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others	Assumed high footfall. Key location. Improve facility to reduce running cost, introduce charging and/or rebuild - potentially in partnership with others		
Lakes & North	Bowness Bowness Bay	£25,945	£27,203	x	£53,147	73.72	£721	71	●	£0	High footfall. Key location. Most costly PC to run. 320m from Glebe Road PC's and 530m from Brathwaite Fold. Recommend consider improving and/or rebuilding one or two of these three with the remaining PC(s) being closed.	High footfall. Key location. Most costly PC to run. 320m from Glebe Road PC's and 530m from Brathwaite Fold. Recommend consider improving and/or rebuilding one or two of these three with the remaining PC(s) being closed.		
Lakes & North	Bowness Glebe Road	£9,832	£7,912	2%	£17,744	98.28	£181	NA	●	£0	Key location. This site is 320m Bowness Bay PC's and 570m of Brathwaite Fold PC's. Recommend consider improving and/or rebuilding one or two of these three - potentially in partnership with others - with the remaining PC(s) being closed.	Key location. This site is 320m Bowness Bay PC's and 570m of Brathwaite Fold PC's. Recommend consider improving and/or rebuilding one or two of these three - potentially in partnership with others - with the remaining PC(s) being closed.		
Lakes & North	Bowness Brathwaite Fold	£12,644	£12,004	1%	£24,648	51.36	£480	NA	●	£0	Assume moderate footfall. This site is 570m from Glebe Road PC's and 530m from Bowness Bay PC's. Recommend consider improving and/or rebuilding one or two of these three with the remaining PC(s) being closed. May be scope to hand over to adjoining cafe	Assume moderate footfall. This site is 570m from Glebe Road PC's and 530m from Bowness Bay PC's. Recommend consider improving and/or rebuilding one or two of these three with the remaining PC(s) being closed. May be scope to hand over to adjoining cafe		
Lakes & North	Hawkshead Car Park	£5,484	£9,866	x	£15,350	47.50	£320	41	●	£0	High footfall. Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA	High footfall. Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA		
Lakes & North	Ambleside Waterhead	£12,449	£14,404	x	£26,854	71.43	£376	37	●	£0	High footfall. Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA	High footfall. Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA		
Lakes & North	Bowness Pinfold Car Park	£7,757	£9,347	x	£17,103	23.76	£720	27	●	£2,000	Well used, but site is 350m from Rayrigg Road PC's. Recommend improve one of these two (recommend retain Rayrigg Road and close Pinfold). Explore community scheme potential with local service providers as situated within centre of Bowness. Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council.	Well used, but site is 350m from Rayrigg Road PC's. Recommend improve one of these two (recommend retain Rayrigg Road and close Pinfold). Explore community scheme potential with local service providers as situated within centre of Bowness. Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council.		
Lakes & North	Grasmere Stock Lane	£6,052	£7,328	36%	£13,381	25.92	£516	24	●	£0	Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA	Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA		
Lakes & North	Coniston Car Park	£7,657	£9,201	x	£16,858	31.00	£512	23	●	£0	Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA	Key location. SLDC to continue discussions with LDNPA about future responsibility for this facility. Recommend ultimately hand-back to LDNPA		
Lakes & North	Ambleside Mechanics Institute	£10,861	£11,290	26%	£22,152	85.25	£260	22	●	£10,861	£2,000	Explore community scheme potential with local service providers as situated within town centre. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to increase contribution from Parish Council if retained or transfer contribution if proceed with community scheme	Explore community scheme potential with local service providers as situated within town centre. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to increase contribution from Parish Council if retained or transfer contribution if proceed with community scheme	
Kendal & South	Kendal Peppercorn Lane	£14,635	£21,998	x	£36,633	64.54	£568	22	●	£14,635	£2,000	Site is not particularly well situated for Kendal town centre. Explore community scheme potential with local service providers. Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council.	Site is not particularly well situated for Kendal town centre. Explore community scheme potential with local service providers. Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council.	
Lakes & North	Windermere Broad Street Car Park	£7,447	£11,997	1%	£19,444	37.00	£526	16	●	£7,447	£2,000	Explore community scheme potential with local service providers as situated close to centre of Windermere. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	Explore community scheme potential with local service providers as situated close to centre of Windermere. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	
Kendal & South	Kendal New Road	£12,059	£17,056	x	£29,138	70.80	£412	12	●	£12,059	£2,000	Site likely to be incorporated into proposal to reconfigure SLDC-owned 'common land' at New Road - may in itself create increased demand for facility. Recommend explore community scheme potential due to proximity to town centre. Also consider retention and rebuild or replacement with superior	Site likely to be incorporated into proposal to reconfigure SLDC-owned 'common land' at New Road - may in itself create increased demand for facility. Recommend explore community scheme potential due to proximity to town centre. Also consider retention and rebuild or replacement with superior	
Kendal & South	Sedbergh Joss Lane	£8,714	£14,415	x	£23,129	44.74	£517	10	●	£8,714	£2,000	Explore community scheme potential with local service providers as situated within centre of town. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme	Explore community scheme potential with local service providers as situated within centre of town. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme	
Kendal & South	Grange Ornamental Gardens	£4,432	£9,186	x	£13,619	56.25	£242	9	●	£4,432	£2,000	Explore community scheme potential with local service providers (e.g. proposed Booths supermarket). Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council. Look to secure contribution from Town Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	Explore community scheme potential with local service providers (e.g. proposed Booths supermarket). Alternatively may be scope for facility to be operated in partnership with local businesses or Town Council. Look to secure contribution from Town Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	
Kendal & South	Kirkby Lons Jangling Lane	£8,765	£13,336	x	£22,101	44.41	£496	9	●	£8,765	£2,000	Explore community scheme potential with local service providers as situated within centre of town. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme	Explore community scheme potential with local service providers as situated within centre of town. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme	
Kendal & South	Arnside Promenade	£8,748	£11,974	x	£20,722	35.51	£527	9	●	£8,748	£2,000	Explore community scheme potential with local service providers as situated close to centre of village. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	Explore community scheme potential with local service providers as situated close to centre of village. Alternatively may be scope for facility to be operated in partnership with local businesses or Parish Council. Look to secure contribution from Parish Council irrespective of whether retained or proceeding with community scheme. Also consider retention and upgrade	
Lakes & North	- Arnside Disabled	£1,816	£1,572	x	£3,388	incl	incl	NA	●	£1,816		This toilet operates on a split site and should be considered alongside the 'Arnside Promenade' facility nearby (see line above)	This toilet operates on a split site and should be considered alongside the 'Arnside Promenade' facility nearby (see line above)	
Lakes & North	Ambleside Rothay Park	£1,507	£2,968	71%	£4,476	17.82	£251	7	●	£1,507	£0	Economic to run, but doubtful whether retention of facility is necessary. May be scope for operation of facility to be handed over to a local group, e.g. Parish Council (n.b already fund 71% of running costs). Recommend propose transfer to Parish Council	Economic to run, but doubtful whether retention of facility is necessary. May be scope for operation of facility to be handed over to a local group, e.g. Parish Council (n.b already fund 71% of running costs). Recommend propose transfer to Parish Council	
Kendal & South	- Cartmel	£2,527	£2,251	78%	£4,778	16.00	£299	6	●	£2,527	£0	Economic to run, but doubtful whether retention of facility is necessary. May be scope for operation of facility to be handed over to a local group, e.g. Parish Council (n.b already fund 78% of running costs). Recommend propose transfer to Parish Council	Economic to run, but doubtful whether retention of facility is necessary. May be scope for operation of facility to be handed over to a local group, e.g. Parish Council (n.b already fund 78% of running costs). Recommend propose transfer to Parish Council	
Kendal & South	Grange Church Hill	£6,084	£12,541	x	£18,625	48.42	£385	6	●	£0	£0	New facility with lower than average running costs. May be scope for facility to be operated in partnership with local businesses or Town Council. Look to secure contribution from Town Council	New facility with lower than average running costs. May be scope for facility to be operated in partnership with local businesses or Town Council. Look to secure contribution from Town Council	
Kendal & South	Grange Promenade Playground	£4,871	£8,824	44%	£13,695	26.75	£512	5	●	£0	£0	Facility is currently only one on Promenade, although Berners Close regeneration scheme will reinstate bridge access and offer alternatives. Look to transfer Town Council monetary contribution from Berners Close to this facility if retained. May even be scope to transfer facility to Town Council. Will require upgrade if retained as no disabled facilities	Facility is currently only one on Promenade, although Berners Close regeneration scheme will reinstate bridge access and offer alternatives. Look to transfer Town Council monetary contribution from Berners Close to this facility if retained. May even be scope to transfer facility to Town Council. Will require upgrade if retained as no disabled facilities	
Kendal & South	- Bardsea	£5,002	£7,198	8%	£12,201	16.28	£749	4	●	£5,002	£0	Consider passing service to others to provide e.g. Parish Council or nearby cafe. Alternatively consider installation of superloo as usage is seasonal	Consider passing service to others to provide e.g. Parish Council or nearby cafe. Alternatively consider installation of superloo as usage is seasonal	
Kendal & South	Broughton	£4,845	£9,979	x	£14,824	21.96	£630	2	●	£4,845	£2,000	Explore community scheme potential with local service providers as situated within centre of Broughton if consider to be justified in view of apparent low usage. Alternatively close and rely on existing local services. May be scope for facility to be transferred to a local group, e.g. Parish Council	Explore community scheme potential with local service providers as situated within centre of Broughton if consider to be justified in view of apparent low usage. Alternatively close and rely on existing local services. May be scope for facility to be transferred to a local group, e.g. Parish Council	
Kendal & South	Ulverston Broughton Street	£7,828	£11,027	22%	£18,855	44.90	£420	13	●	£7,828	£2,000	Recommend close facility and offer alternative provision elsewhere (Coronation Hall Market Hall - closed on Wednesdays) including exploring community scheme potential with local service providers in Ulverston Town Centre	Recommend close facility and offer alternative provision elsewhere (Coronation Hall Market Hall - closed on Wednesdays) including exploring community scheme potential with local service providers in Ulverston Town Centre	
Lakes & North	Coniston Bridge	£2,923	£6,276	28%	£9,199	22.90	£402	11	●	£0	£2,923	£2,000	Recommend close if Coniston Car Park PC remains open. May be scope for facility to be transferred to a local group, e.g. Parish Council. Could also explore community scheme potential with local service providers in Coniston village centre	Recommend close if Coniston Car Park PC remains open. May be scope for facility to be transferred to a local group, e.g. Parish Council. Could also explore community scheme potential with local service providers in Coniston village centre
Lakes & North	Ambleside Low Fold	£6,192	£6,462	x	£12,654	23.00	£550	11	●	£0	£6,192	£0	Recommend close - as doubtful whether a facility is essential in this location - and rely on existing local service providers (e.g. Hayes Garden Centre).	Recommend close - as doubtful whether a facility is essential in this location - and rely on existing local service providers (e.g. Hayes Garden Centre).
Kendal & South	Grange Berners Close	£5,677	£7,486	41%	£13,163	21.00	£627	8	●	£0	£5,677	£0	Site likely to be incorporated into Berners Close regeneration site - which is in itself likely to offer new replacement public toilet facilities	Site likely to be incorporated into Berners Close regeneration site - which is in itself likely to offer new replacement public toilet facilities
Lakes & North	Bowness Rayrigg Meadow	£7,427	£7,630	2%	£15,058	25.40	£593	6	●	£0	£7,427	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose
Lakes & North	Bowness Baddeley Clock	£6,501	£11,821	4%	£18,322	35.00	£523	5	●	£0	£6,501	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose
Kendal & South	Ulverston The Gill	£5,978	£11,471	x	£17,449	47.61	£366	5	●	£0	£5,978	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Explore community scheme potential with local service providers in Ulverston Town Centre	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Explore community scheme potential with local service providers in Ulverston Town Centre
Kendal & South	Ulverston Canal Foot	£3,761	£7,361	x	£11,122	25.64	£434	2	●	£0	£3,761	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose
Kendal & South	Aldingham	£3,409	£7,260	x	£10,669	24.67	£432	2	●	£0	£3,409	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose
Kendal & South	Ulverston Priory Road	£7,991	£13,010	x	£21,001	48.75	£431	2	●	£0	£7,991	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose
Kendal & South	- Flookburgh	£6,701	£9,697	x	£16,399	26.50	£619	2	●	£0	£6,701	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby
Kendal & South	- Staveley	£4,390	£7,400	x	£11,790	17.78	£663	2	●	£0	£4,390	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby
Lakes & North	- Chapel Stile	£3,495	£5,149	16%	£8,644	15.97	£541	1	●	£0	£3,495	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby
Kendal & South	- Clark in Cartmel	£3,882	£9,620	x	£13,502	30.75	£439	1	●	£0	£3,882	£0	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby	Low usage. Doubtful whether a facility is essential in this location - recommend close and dispose. Alternatives available nearby
Kendal & South	- Lindale	£529	£981	x	£1,510	22.50	£67	NA	●	£0	£529	£0	Assume minimal footfall. Currently operated by local sports society with low-level costs to SLDC. Recommend either dispose or retain partnership with sports body	Assume minimal footfall. Currently operated by local sports society with low-level costs to SLDC. Recommend either dispose or retain partnership with sports body
Total cost per Expense		£334,616	£451,806		£787,932	1667.57	£473			£204,923		£24,000		
Net savings as percentage of direct costs												61.24%		
Pro rata savings target indirect costs												£276,692		
Total potential savings pa												£481,615		

In addition to this figure further contributions to be sought from Parish and Town Councils

Key

- Closed or mothballed Toilet
- Public Convenience leased from LDNPA
- Public Convenience sub-let and operated by a local society

<sup>1</sup> = See Table 1. Average of 06-07 & 07-08 figures as supplied by SLDC France. Figures rounded to nearest £

<sup>2</sup> = See Table 1. "Net Cost" - Total cost before taking into account parish contributions. Monetary figure

<sup>3</sup> = Figures rounded to nearest £

<sup>4</sup> = See Graph 2. Best available 'footfall indicator' taken to be water units used by each public convenience per day (summer 2008 figures). Index of 100 taken to be Rydal Road, Ambleside - seemingly the most well-used facility

<sup>5</sup> = ● - Recommend close and dispose of facility

● - Recommend consider alternative methods of delivery (e.g. community schemes, partnership)

● - Recommend retain

<sup>6</sup> =

<sup>7</sup> =

Total potential savings pa

£481,615

In addition to this figure further contributions to be sought from Parish and Town Councils

Net savings as percentage of direct costs

61.24%

Pro rata savings target indirect costs

£276,692

LAKESIDE TOWN COUNCIL

nps group

Key

- Closed or mothballed Toilet
- Public Convenience leased from LDNPA
- Public Convenience sub-let and operated by a local society

<sup>1</sup> = See Table 1. Average of 06-07 & 07-08 figures as supplied by SLDC Finance. Figures rounded to nearest £

<sup>2</sup> = See Table 1. 'Net Cost' = Total cost before taking into account parish contributions. Monetary figure

<sup>3</sup> = Figures rounded to nearest £

<sup>4</sup> = See Graph 2. Best available 'footfall indicator' taken to be water units used by each public convenience per day (summer 2008 figures). Index of 100 taken to be Rydal Road, Ambleside - seemingly the most well-used facility assessed

<sup>5</sup> =

<sup>6</sup> =

<sup>7</sup> =

<sup>8</sup> =

- - Recommend close and dispose of facility
- - Recommend consider alternative methods of delivery (e.g. community schemes, partnership)
- - Recommend retain

