

REVIEW OF PUBLIC CONVENIENCES**1. INTRODUCTION**

- 1.1 The Council owns and is responsible for 32 public conveniences located throughout the District, of which 2 are decommissioned and 1 has been closed due to excessive vandalism.
- 1.2 In September 2005 the Council's Environment Review Panel considered a report, which enabled them to review the future provision of the service, including proposals for the capital rebuild programme and permanent decommissioning of individual sites. (Attached as Appendix 1)
- 1.3 This report seeks Cabinet approval of the capital programme and decommissioning proposals, as recommended to the Environment Portfolio Holder by the Review Panel.

2. CAPITAL NEW BUILD

- 2.1 The existing capital programme identifies conveniences at Keyhaven and Fordinbridge for replacement in 2006/07 and 2007/08.
- 2.2 The Review Panel considered an update on the condition of conveniences in the District and information on views expressed by the public.
- 2.3 The conveniences at Keyhaven can be markedly improved by works to the drainage system and some internal refurbishment. The conveniences at Fordingbridge, although one of the oldest blocks, are in relatively good condition and can also be dropped back in the works programme.
- 2.4 In contrast, the conveniences at Ringwood town centre, Waitrose car park, Lymington, and Library Road, Totton, are in poor condition and Ringwood in particular is the main source of complaints from the public.
- 2.5 The Review Panel supported a revised capital build programme to take this into account, with Ringwood proposed for 2006/07 and Waitrose car park, Lymington for 2007/08.
- 2.6 In the light of the wider review of Ringwood town centre, it is proposed that Cabinet accepts the revised programme but leaves open the option for constructing the Lymington convenience first.

3. PROJECT ARCHITECT

- 3.1 Working closely with NFDC officers, the architect John Pardey has developed a modular design for the construction of public conveniences. This system has been successfully used for new conveniences in Lymington, Brockenhurst, Milford-on-Sea and Calshot, with the modular system allowing savings on materials and relatively fast construction.

- 3.2 John Pardey Architects have also gained considerable experience in the specialist fitting out and technical specifications associated with public convenience design.
- 3.3 The combined architect and structural engineers fees total less than ten percent of the construction costs. In order to preserve this expertise, save the costs of tendering and avoid the work involved in transferring technical specifications to a new architect, it is proposed that John Pardey Architects are appointed for the 2006/07 capital project, provided this proceeds on a stand-alone basis, and that Standing Orders as to Contracts are waived accordingly.
- 3.4 Working with the project architect, it is proposed to subject the construction of the new public convenience to open tender.

4. DECOMMISSIONING

- 4.1 There are a number of sites in the District where consideration needs to be given to permanently decommissioning public conveniences.
- 4.2 The conveniences at Blackfield and Holbury have been closed and decommissioned for the last three years. The buildings are in extremely poor condition and neither their renovation nor replacement can be justified.
- 4.3 The convenience situated in the Totton and Eling Town Council's Testwood Recreation Ground has been closed for over a year and sustained vandalism has left it in an extremely dilapidated condition. Although the Town Council has expressed concern over the closure, it is considered that the replacement of the facility through the capital programme cannot be justified by the level of usage, particularly as this relates almost entirely to people using the Town Council's facilities.
- 4.4 The conveniences at Main Road, Brockenhurst are in poor condition, suffer from a high level of vandalism and are relatively low usage. More importantly, in previously considering options for facilities in Brockenhurst the Council decided to construct the new conveniences in Brockenhurst Car Park, in preference to the Main Road site.
- 4.5 Once permanently decommissioned there are a number of options available for consideration, each of which can be considered on its merits, including :-
- demolish and reinstate site
 - use of building for storage
 - sale of site/structure
- 4.6 The Review Panel supported the decommissioning programme, although in the case of Testwood Recreation Ground they asked that negotiations continue with the Town Council to help identify other sources of available funding for replacement facilities.

5. ENVIRONMENTAL IMPLICATIONS

- 5.1 The provision of a balanced portfolio of well maintained public convenience facilities within the District accords with a number of the Council's Aims, including Clean Streets and Public Spaces, Tourism and Managing our Physical Assets.

6. CRIME AND DISORDER IMPLICATIONS

- 6.1 Crime and disorder implications are a major factor in the design and construction of new public convenience facilities in the District.
- 6.2 Incidents of vandalism and anti-social behaviour are also prevalent at some public conveniences, with the nature of problems and locations varying across the District. A good example is Spencer Road PCs in New Milton, where the degree of unacceptable behaviour in recent months means it is now necessary to lock the facilities at night.

7. FINANCIAL IMPLICATIONS

- 7.1 The Council's public convenience capital programme, introduced in the financial year 2000/01 has successfully constructed five new facilities across the District, representing a total investment to-date of £947,000.
- 7.2 The current capital expenditure programme includes provision for the public convenience replacement proposed in this report for 2006/07 and 2007/08.
- 7.3 The 2006/07 Revenue Budget contains a sum of £10,000 for demolition of decommissioned facilities. The actual sum required will be dependent on options identified in Para. 4.5.

8. PORTFOLIO HOLDER COMMENTS

- 8.1 The Portfolio Holder for Environment endorses the recommendations, which support the programme of rationalisation and substantial investment in the District Council's public conveniences.

9. RECOMMENDATION

- 9.1 It is recommended that Cabinet approves:
 - 9.1.1 The revised Capital Programme for new public conveniences at Ringwood and Waitrose Car Park, Lymington, during 2006/07 and 2007/08;
 - 9.1.2 The waiving of Standing Orders as to Contracts to appoint John Pardey Architects for the 2006/07 public convenience programmed works, without inviting tenders;
 - 9.1.3 The permanent decommissioning of the public conveniences at Blackfield, Holbury, Brockenhurst (Main Road) and Testwood Recreation Ground, Totton.

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ENVIRONMENT REVIEW PANEL – 29 SEPTEMBER 2005

REVIEW OF PUBLIC CONVENIENCES

1. INTRODUCTION

1.1 The Council owns and is responsible for 32 public conveniences located throughout the District of which 2 are decommissioned and 1 has been closed due to excessive vandalism. Identified in 1.2 below is an inventory of the 32 public conveniences. A full list of the public conveniences including postal addresses is contained in Appendix 1.

1.2 THE PUBLIC CONVENIENCES

1 Barton Beach		17 Holbury	Decommissioned
2 Barton Court Avenue		18 Hurst Road	
3 Bath Road		19 Hythe	
4 Beaulieu		20 Keyhaven	
5 Blackfield	Decommissioned	21 Library Road	
6 Bransgore		22 Lyndhurst New	
7 Brockenhurst MR		23 Lyndhurst Old	
8 Brockenhurst CP		24 New Street	
9 Burley		25 Old Milton Road	
10 Calshot CP		26 Ringwood	
11 Calshot Spit		27 Sea Road	
12 Camden Hurst		28 Spencer Road	
13 Eling Rec.		29 Testwood Rec.	Closed
14 Eling Cemetery		30 The Quay	
15 Fawley		31 Waitrose CP	
16 Fordingbridge		32 Winsor Road	

1.3 Commercial Services is the budget responsible Directorate for the public conveniences including the management and operational services.

2. AIM

2.1 The aim of this report is to identify and report on:

- The general condition of each facility
- The demand of each facility
- The cost of running the service
- Estimated expenditure plans
- List of facilities requiring capital and revenue expenditure.

- 2.3 This will enable the Environmental Review Panel to debate and make an informed decision on the future provision of the service and prioritise expenditure taking into account the current condition of the facilities and the existing usage.

3. BUDGETS

- 3.1 For the purpose of this report budget expenditure has been divided into the following headings.

- a) Cleaning & Locking
- b) Materials, hired & contracted and other
- c) Fixed costs e.g. Water, rates etc.
- d) Maintenance

- 3.2 Whilst all costs related to the service are given. This report will focus on the Maintenance heading which equates to 28.5% of the total cost of providing the service.

- 3.3 Budget figures 2005/06

- a) Cleaning & Locking £192,990
- b) Materials £ 21,830
- c) Fixed costs £ 73,640
- d) Maintenance £114,820

Total Budget figure £403,280


- 3.4 FINANCIAL COMPARISONS - EXPENDITURE

The table below identifies the comparative costs over the last 3 years. Identified in Appendix B is a more detailed breakdown of expenditure against each heading.

	Cleaning and Locking	Materials	Fixed Costs	Maintenance
2003/04 (actual)	172,988	24,566	72,815	119,766
2004/05 (actual)	180,447	26,814	67,586	89,999
2005/06 (budget)	192,990	21,830	73,640	114,820

4. CONDITION OF THE CONVENIENCES

- 4.1 The conditions of the conveniences vary across the District from newly constructed to those that require demolition or disposal.

- 4.2 The following is a brief narrative on each convenience. The heading of each gives the name of the facility, location, approximate build year, demand for the service - usage and an  if substantial/major work is required.

Barton Beach 1996 Barton-on-Sea	Usage: High summer only	Work required: ✓
Situated on the beach front. This convenience is a porta-cabin and has been renewed within the last 10 years. It suffers from minor vandalism and is showing signs of age and rust. It requires a facility for the disabled to be installed. This convenience is closed during the winter period.		
Barton Court Avenue 1968 Barton-on-Sea	User: High	Work required:
Situated at the junction of Barton Court Avenue and Marine Drive. This block has been recently refurbished and is generally in good condition.		
Bath Road 1986 Lymington	Usage: High +	Work required:
Situated in the Bath Road car park. This block is old and well used and showing signs of ageing. The block will require a major refurbishment within the next 5 years.		
Beaulieu 2003 Beaulieu	Usage: High +	Work required: ✓
Situated in the car park. This block was re-decorated in April 2005. There is a design fault that requires additional ventilation. Also the flooring in front of the urinals requires adjusting to negate smell and build up of water and fluids.		
Blackfield 1986 Blackfield	Usage: N/A	Work required:
Situated off Hampton Lane. This block has been closed for 3 years and decommissioned. The block requires demolition.		
Bransgore 1986 Bransgore	Usage: High	Work required:
Situated in the main car park. The design of this block is used in other locations and in general the condition is good. There are no major repairs required to the site.		
Brockenhurst 2004 Brockenhurst	Usage: High	Work required:
Situated in the car park. This convenience remains in very good condition with no immediate maintenance required.		
Brockenhurst 1961 Brockenhurst	Usage: Light/Moderate	Work required: ✓
Situated on the main road through Brockenhurst. This convenience is in very poor condition and suffers from large amounts of vandalism. This facility was to be closed due to the provision of an adjacent facility.		
Burley 1974 Burley	Usage: High	Work required:
Situated by the entrance to the car park and next to the Queens Head public house. This convenience is old and has had some modernisation carried out over recent years. It remains in a fair to good condition but is fairly small considering the high influx of visitors the village receives during the summer.		

Calshot 1958 Calshot	Usage: High summer only	Work required:
Situated in the car park. This block is due for demolition on the 12 September for the new build on the site.		
Calshot 1965 Calshot	Usage: High	Work required: ✓
Situated at the spit end of the promenade. This block is very old fashioned and suffers from vandalism and is to close following the new build in the nearby car park.		
Camden Hurst 1995 Hordle	Usage: High	Work required:
Situated in the car park - Hordle Cliff. This block remains in good condition. There is no immediate work required to this site.		
Eling Recreation Ground 1975 Eling	Usage: Light/Moderate	Work required: ✓
Situated in the Eling Recreation ground. This block suffers from major vandalism and has been recently refurbished although the vandalism has meant we have had to close the block three times since April 2005 due to the severity of the vandalism. The Council has a legal obligation to provide this facility. The current spate of vandalism has cost the Council £1,800.		
Eling Tide Mill 1992 Eling	Usage: Moderate	Work required:
Situated in the car park adjacent to the cemetery. This blocks general condition is good. It suffers from anti-social behavior. No immediate work is required.		
Fawley 1961 Fawley	Usage: Moderate	Work required:
Situated in School Road. This block is old but in good condition. There are no immediate requirements for the block. This block is manually locked at night.		
Fordingbridge 1958 Fordingbridge	Usage: High +	Work required:
Situated in the entrance of Round Hill car park. This block is old and is subject to a capital bid 2007/08 for demolition and rebuild. Although old the block remains serviceable. This block is manually locked at night.		
Holbury1986 Holbury	Usage: N/A	Work required:
Situated in the Sloane Avenue car park. This block was decommissioned over 3 years ago.		
Hurst Road 2005 Milford-on-Sea	Usage: High	Work required:
Situated in the car park. This is a new construction.		

Name	Disabled facility	Baby-change facility	Manually locked	Electronically locked
Calshot CP				
Calshot Spit	✓			
Camden Hurst	✓	✓		
Eling Rec. Ground	✓			
Eling Tide Mill	✓	✓		✓
Fawley	✓	✓	✓	
Fordingbridge	✓		✓	
Holbury *				
Hurst Road	✓	✓		✓
Hythe	✓	✓		✓
Keyhaven	✓	✓		
Library road	✓			
Lyndhurst New	✓	✓	✓	
Lyndhurst Old	✓	✓		
New Street	✓	✓		✓
Old Milton Road	✓	✓	✓	
Ringwood	✓	✓		
Sea Road	✓	✓		
Spencer Road	✓	✓		
Testwood Rec *				
The Quay	✓	✓		
Waitrose CP	✓	✓		
Winsor Road	✓			

* Closed or decommissioned

6. PUBLIC CONVENIENCES – LOCKED AT NIGHT

- 6.1 In an attempt to reduce vandalism and anti-social behavior some of the blocks are locked over night.
- 6.2 The cost this service is £15K per annum for the manual locking and any maintenance costs during the year for the electronic locks.
- 6.3 The cost of fitting electronic locks to a block would be between £900 and £1,400. This is subject to a suitability survey.

7. PROPOSALS TO DECOMMISSION FACILITIES

- 7.1 There are 2 public conveniences at Holbury and Blackfield that have been closed and now decommissioned for the last 3 years. Other blocks because of vandalism and anti-social behavior give cause for concern and equate in high maintenance, extra cleaning and monitoring costs.
- 7.2 These conveniences should be looked at with a view to opening up a debate as to their future.

7.3 Locations:

- 7.3.1 Brockenhurst main road block is old and suffers high vandalism. With the new block in the nearby car park linked to the seemingly small use. It may be appropriate to consider closing this site.
- 7.3.2 Eling Recreation Ground is small and suffers extreme vandalism. The Council has a legal obligation to keep this block open but the Council may wish to consider the legal implications if they were to consider closing it as the Council signed a 99 year lease in 1974 to provide this facility. The Council is in consultation with Totton & Eling Town Council over this facility and although it is not proposed to close this facility at present the options on this site need to be reviewed if the high level of vandalism continues.
- 7.3.3 Lyndhurst old block appears to be well used throughout the year. The Council may wish to monitor this block to see the exact use, compare it with other conveniences and make a decision on its future following these findings.
- 7.3.4 Testwood Recreation Ground. This block has been closed for over a year. Its condition remains serious and is in need of immediate action. Totton & Eling Town Council has expressed concern at this closure. Costs have been obtained to relocate this facility to a building owned by T&ETC at a cost of £70,000.
- 7.3.5 Ringwood has a design fault with its internal lay out and ventilation. The block, although fairly large, cannot cope with the amount of use it receives. The main drainage problem needs addressing and it may be appropriate and best value to demolish and rebuild this facility.

7.4 The Council will consult with Parish or Town Council before making a final decision on the future of the public conveniences identified in section 7.

7.5 Suggested options available to the Council on any decommissioned blocks are:

- a) Demolish and make good the ground
- b) Sale the site at Auction
- c) Repair and refurbish
- d) Demolish and rebuild
- e) Hand over to Town or Parish Council
- f) Use building for storage

8. NEW BUILD

8.1 A capital programme currently exists for new build. Hurst Road being the latest with Calshot programmed to commence September 2005.

8.2 Keyhaven and Fordingbridge already have capital bids submitted for the coming years. The Environmental Review Panel may wish to review these following the findings of this report, as the current condition of others such as Ringwood may suggest that these are now not a top priority.

9. PROPOSED EXPENDITURE PLANS

	Routine	Planned	Planned	Capital	Demolition
	Minor Works	Major Works	Major Works	Rebuild/ Refurbish	
	2005/06	2005/06	2006/07	2006/07 2007/08	2006/07
Barton Beach	250		10,000		
Barton Court Ave					
Bath Road					
Beaulieu		4,500			
Blackfield *					10,000
Bransgore					
Brockenhurst CP					
Brockenhurst MR					10,000
Burley					
Calshot CP					
Calshot Spit					10,000
Camden Hurst					
Eling Rec. Ground	1,000				
Eling Tide Mill	250				
Fawley					
Fordingbridge	400			237,000	
Holbury *					10,000
Hurst Road					
Hythe	1,000	1,300			
Keyhaven	200	4,500		250,000	
Library road	500				
Lyndhurst New	600				
Lyndhurst Old	200				
New Street	200				
Old Milton Road					
Ringwood					
Sea Road		1,200			
Spencer Road					
Testwood Rec. *					10,000
The Quay	500				
Waitrose CP	1,000	5,000			
Winsor Road		1,200	5,000		
Totals	6,100	17,700	15,000	487,000	50,000

- All costs are estimated.
- The capital bid for Keyhaven 06/07 £240K + £10K 07/08
- The capital bid for Fordingbridge 07/08 £227K + £10K 08/09

9.1 Identified below is an indication of the work plan for major expenditure from the existing planned/routine budgets.

- 9.1.1 2005/06
- Beaulieu – Ventilation & Flooring
 - Brockenhurst MR – Refurbishment (dependant on proposal to demolish)
 - Hythe – Redecoration & Repairs
 - Keyhaven – Drainage
 - Waitrose – Facility for the Disabled & Redecoration
 - Winsor Road – Remedial repairs

- 9.1.2 2006/07
- Barton Beach - Facilities for the Disabled
 - Winsor Road – Roofing, lighting & decorating

9.2 Identified below is a list of those facilities which require capital funding.

- 9.2.1 Original 2006 – 2008 capital expenditure plan.
1. Keyhaven – Rebuild
 2. Fordingbridge - Rebuild

- 9.2.2 Proposed revised capital expenditure plan.
1. Ringwood – Rebuild
 2. Waitrose, Lyminster – Complete refurbishment/rebuild
 3. Library Road, Totton – Complete refurbishment/rebuild
 4. Barton Beach, Barton-on-Sea – Renew or new build
 5. Bath Road, Lyminster - Refurbishment

10. OTHER AREAS FOR CONSIDERATION

The Council may wish to consider the following:

10.1 Full time Summer Attendants at high usage sites.

10.1.1 This style was used by the Council 6 years ago. It was discontinued because a new cleaning regime was introduced. This allowed each of the high use blocks to receive 3 cleans per day in the summer.

10.1.2 Due to the seasonal usage of these facilities it is proposed that we engage full time attendants for summer time only.

10.2 Seasonal closures during the winter period.

10.2.1 We have investigated this option to eliminate/reduce vandalism and anti-social behavior. Unfortunately the blocks that attract such behavior are those that require all-year-round opening.

11. ENVIRONMENTAL IMPLICATIONS

- 11.1 It is important for the Council to provide this service to the residents and the many visitors to the District.
- 11.2 The Council is mindful of and pro-active in supplying only chemicals that are as environmentally friendly as practical and are fit for the purpose.

12. FINANCIAL IMPLICATIONS

- 12.1 Future expenditure will mainly depend on the outcome of this report and the decisions taken on the future of the service.

13. CRIME AND DISORDER IMPLICATIONS

- 13.1 It is widely acknowledged that vandalism and indeed anti-social behavior is on the increase and the New Forest is no exception to this.
- 13.2 Part of the Council's strategy is to look at the implications these have on the service and the people would live, visit and use the facilities and to debate and make an informed decision on any possible changes to eliminate or reduce any such problems.

14. CONCLUSION

- 14.1 This report outlines the general condition of each public convenience and the associated running costs of the service.
- 14.2 Main issues arising from this report:
- The condition of each facility
 - New build programme
 - Locking of conveniences
 - Seasonal closures
- 14.3 This service provided by the Council for the public is a basic requirement of today's needs.
- 14.4 The Council must decide on the best way forward to continue to provide this service at an acceptable cost taking into account issues raised in this report.
- 14.5 Any closure or decommissioning of a public convenience will not reduce the cost of cleaning unless substantial numbers are decommissioned resulting in a new cleaning regime. Any spare capacity created will be used to improve the service to the remaining facilities.

15. RECOMMENDATION

- 15.1 It is recommended that the Environmental Review Panel debate the issues in this report, review the service including the capital new build programme, the possibility of closing some of the public conveniences full or part year, the cost of changing from manual night time locking to electronic locking and to consider a roll-out programme to increase the number of conveniences that are locked at night for security and anti-social behavior reasons.

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Background Papers:

APPENDIX A

LIST OF PUBLIC CONVENIENCES AND THEIR LOCATIONS

NAME	LOCATION
Barton Beach	Off Marine Drive East car park, Barton-on-Sea, BH25 7DZ
Barton Court Ave	Marine Drive Junction, Barton-on-Sea, BH25 7EY
Bath Road	Bath Road car park, Lymington, SO41 9SE
Beaulieu	Beaulieu car park, Lyndhurst Road, Beaulieu, SO4 7YD
Blackfield *	Hampton Lane, Blackfield, SO4 1BL
Bransgore	Bransgore car park, Betsy Lane, Bransgore, BH23 8AQ
Brockenhurst CP	Fibbards road car park, Brockenhurst, SO42 7RD
Brockenhurst MR	Lyndhurst Road, Brockenhurst, SO42 7RL
Burley	Chapel Lane, Burley, BH24 4BU
Calshot CP	Calshot car park, Calshot road, Calshot, SO4 1ER
Calshot Spit	Calshot Road, Calshot, SO4 1BR
Camden Hurst	Camden Hurst, Milford-on-Sea, SO41 0WP
Eling Rec. Ground	Eling Recreation Ground, Totton, SO4 4EA
Eling Tide Mill	Eling Cemetery car park, Totton SO4
Fawley	School Road, Fawley, SO4 1BL
Fordingbridge	Roundhill car park, Fordingbridge, SP6 1AQ
Holbury *	Sloane Ave car park, Holbury, SO4 1LH
Hurst Road	Hurst Road car park, Milford-on-Sea, SO41 0PY
Hythe	Prospect Place, Hythe, SO4 6AU
Keyhaven	Keyhaven car park, Keyhaven, SO41 0PH
Library road	Library Road, Totton, SO4 3RS
Lyndhurst New	High Street car park, Lyndhurst, SO43 7BG
Lyndhurst Old	High Street car park, Lyndhurst, SO43 7BG
New Street	New Street, Lymington, SO41 9BH
Old Milton Road	Recreation Ground, New Milton, BH25 6EB
Ringwood	The Furlong car park, Ringwood, BH24 1AT
Sea Road	Sea Road car park, Milford-on-Sea, SO41 0PY
Spencer Road	Spencer Road car park, New Milton, BH25 6HX
Testwood Rec. *	Salisbury Road, Totton, SO4 3RS
The Quay	Quay Road car park, Lymington, SO41 9AT
Waitrose CP	Powlett Road, Lymington, SO41 9QT
Winsor Road	Winsor Road, Totton, SO4 4MQ