

Appendix 2: The Process for Preparing and Reviewing a Public Toilet Strategy

1. **Preparation:** The Local Authority (LA) prepares to produce a local toilets strategy
2. **Needs Assessment:** LA carries out an assessment of the need for toilets in its area by mapping existing toilets available for public use, identifying gaps through engagement with communities and working with partners to identify solutions.
3. **Consultation:** LA consults any person it considers is likely to be interested in the provision of toilets in its area. As part of the consultation it makes available a draft of its new or revised local toilets strategy. Consultation should be a minimum of 12 weeks.
4. **Publication:** LA publishes its new or revised strategy setting out its assessment of need, the steps it proposes to take to meet that need and any other information it considers appropriate.
5. **Interim Progress Statement:** LA prepares and publishes an 'interim progress statement' setting out steps taken in accordance with its strategy 2 years from when the LA last published or 2 years from the date of the last post-election review of its strategy. The Interim Progress Statement has to be published within 6 months following the end of the interim statement period.
6. **Review and End of Period Progress Statement:** LA reviews its strategy and produces end of period progress statement within one year of every ordinary local government election.

If a change is required to the strategy then it needs to be consulted upon, if no change is required then the Local Authority publishes a progress statement of the actions taken during the period.

(Public Health (Wales) Act 2017 – Part 8)

Appendix B: Needs Assessment

In order to take a strategic approach as to how Swansea's public toilet provision is managed and developed, a number of factors need to be considered:

- What provision do we have?
 - Where is it located?
 - What type of toilets are provided?
 - When are they open
- Is anyone disadvantaged by our existing provision?
 - Personal needs
 - Geographical location
- Are there additional factors that might affect demand for public toilets?
- Is there an alternative provision that might meet the needs identified?

Provision

As of September 2022, Swansea has 34 sites where toilets are advertised as being open to the public, on the Council's website. 30 of these include disabled toilets; 11 have a Changing Place (see Appendix F); and 29 are managed directly by the council.

A full list of this provision can be found in Appendix E

Geography

The distribution of public toilets, in the main, follows the coastline of Swansea Bay and Gower with inland provision in Morriston, Clydach, Pontarddulais and Gorseinon. Generally, these are located in destinations that people from outside the area will travel to or close to transport connections e.g. bus stations. However, there are significant population centres, that meet this criteria, where no provision exists e.g. Gowerton, Sketty and Killay. There are also no public toilets to the east of the River Tawe, although the main shopping destination area is served by a wide range of businesses that allow the public to use their toilets.

Population

Although access to public toilets is a common need across our population, there are certain groups within our communities that have a greater need, particularly if they are to be able to access spaces, and places, with a similar level of dignity, safety and freedom to others in the population. In particular, this impacts on disabled people, their carers, women (and other people who menstruate) and the older members of our communities.

Key population data, that impacts upon the provision of toilets relates to age and disability.

- Swansea's population, in the 2021 census, was 238,500, with 48,900 (20.5%) being 65 or over and 121,000 (50.7%) being women. Although projections had been for Swansea's population to continue to grow, it actually shrunk by 500 (0.2%) from the 2011 census.
- According to the Census 2011, almost a quarter of Swansea residents had a long term health problem or disability (day-to-day activities limited 'a lot' or 'a little'), at approximately 55,700 people or 23.3% of the total. The 2021 data had not been released when this needs assessment was compiled.

Tourism

An additional factor on demand, particularly during the summer months, is tourism. Estimates suggest that 4.79 million people visited Swansea Bay in 2019. Of those, 23% were 65 or years over and 10% identified as being disabled.

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Appendix C: Action Plan

	Date	Progress
1. Strategy: Devise and develop a public toilet strategy for the City and County of Swansea		
1.1 Prepare a Public Toilet Strategy	Nov-20	The draft Strategy, including the initial assessment of need, prepared and consulted on. A report was then presented to Swansea Council's Economy and Infrastructure Policy Development Committee
1.2 Develop an Action Plan	Jul-21	An action plan has been developed from the draft strategy document.
1.3 Review the progress of the Strategy	Oct-21	A review of the strategy's progress has been carried out and a report prepared for Cabinet (see below).
1.4 Strategy and Action plan adopted by Swansea Council	Nov-21	The strategy, action plan, and the review of progress, were presented to Cabinet on the 18 th November 2021, and formally agreed.
1.5 Review the Strategy, as a whole	May-23	Following a formal review, the revised strategy, needs assessment and action plan will be presented to Cabinet in March 2023.
2. Governance: Agree the governance arrangements for overseeing the development and progress of the strategy		
2.1 Establish internal Working Group	Aug-21	In line with the draft Strategy, a formal structure has been established, with an internal working group driving the development of the strategy and the delivery of action plan.

2.2	Establish Stakeholder Forum	Sep-21	This is supported by a stakeholder group, drawn from key groups across the public, private and third sectors. Its purpose is to inform and shape the work of the working group.
3. Communication: Develop the mechanisms for communication about public toilet provision within the City and County of Swansea and how this will be developed to meet the needs of residents, visitors and businesses			
3.1	Develop a communication plan	Aug-21	The council's website has been updated to provide clear details of where all of our public toilets are, what facilities they have and when they are accessible. Any new facilities made available to the public are being added to the website. Funding has been approved, from the Economic Recovery Fund, to improve the physical signage regarding public toilet facilities. This will be integrated with a new Swansea Toilet Map that is being developed by the British Toilet Association.
3.1.1	Strategy progress	Nov-21	
3.1.2	Availability of facilities	Sep-21	
3.1.3	Future engagement	Nov-21	
4. Facilities: Carry out a thorough review of existing public toilet provision within the City and County of Swansea.			
4.1.	Map existing toilet provision	Aug-21	Existing public toilet provision has been reviewed and mapped
4.2.	Assess the condition of council public toilet facilities	Jan-22	A comprehensive programme of condition surveys are currently underway, at all sites controlled by Swansea Council. This information is being used to inform the maintenance and improvement programme. Work has been undertaken to improve the accessibility of toilets, to the general public, in other public buildings.
4.3.	Viability	Apr-22	

		<p>Swansea Council has invested £200,000, since April 2020, to improve both the physical appearance of its public toilet facilities and to make them easier to clean well.</p> <p>Toilet cleansing staff have received improved instruction, training, and equipment to maximise the quality of the service provision.</p> <p>A pilot project has been funded, by the Economic Recovery Fund, to double the frequency of toilet cleaning in key tourist locations in peak season and measure its impact.</p>
<p>5. Development: Develop a plan to ensure that Swansea's public toilet provision meet the current and future needs of local residents, visitors and businesses</p>		
5.1. Improve access to existing provision	Ongoing	<p>Two new "Changing Places" have been installed alongside existing toilet facilities, providing improved accessibility, safety and dignity, for people who have more complex needs when using toilet facilities.</p> <p>Swansea Marina toilets have been reopened, and new public toilets are available as part of the new Arena.</p>
5.2. Identify opportunities for the development of new provision, particularly in areas of high demand e.g. city centre & tourist areas.	Ongoing	<p>Libraries and leisure centres are being assessed for suitability for inclusion on the network of available public toilets.</p> <p>Some private businesses are also being approached to ask whether they are prepared for their toilets to be made available to the public</p>
5.3. Research good practice in public toilet provision and apply to the development of Swansea's strategy and action plan.	Ongoing	

6. Develop a funding plan: Develop a sustainable funding plan that enables Swansea Council to maintain and develop its public toilet provision in accordance with the plans set out in this strategy.		
6.1. Identify existing budgets used to maintain and improve toilets	Ongoing	Increased investment in condition of public toilet facilities, from existing budgets.
6.2. Explore the options for further funding the development and maintenance of public toilet facilities.	Ongoing	Two successful bids have been made to the Economic Recovery Fund, for a total of £65,000.

Appendix D: Consultation

The development of the initial strategy was informed by 2 public consultations. The first one closed on 29th March 2019 and the second one closed on 18th September 2020.

Following a review of the strategy, during the autumn of 2022, a further consultation was conducted. This took place between 21st November and 18th December 2022. The consultation consisted of a series of questions, some required a “multiple choice response and others allowed written answers.

Responses – 43 (Note: Not all respondents answered every question.)

Reasons for responding to the consultation:

Health	–	8	(24%)
Important Issue	–	11	(33%)
Interest	–	5	(15%)
Lack of facilities	–	6	(18%)
Personal need	–	3	(9%)

The strategy is:

	Agree	Disagree	Don't know
• easy to read	80.8%	19.2%	0.0%
• easy to understand	88.5%	11.5%	0.0%
• well laid out	80.8%	15.4%	0.0%
• an appropriate length	77.7%	14.8%	7.4%
• informative	73.1%	26.9%	0.0%

Do you think the strategy covers all the issues required?

Yes	15 (60.0%)
No	10 (40.0%)

During a challenging time for Council funding, the strategy has the correct priorities:

	Agree	Disagree	Don't know
Protect and make best use of existing budgets	83.4%	9.5%	7.1%
Focus on identifying and improving areas where there are people disadvantaged by the lack of toilet provision	97.6%	2.4%	0.0%
Develop proposals to improve the availability and accessibility of Swansea's public toilets	95.2%	4.8%	0.0%

Do you think the strategy's priorities cover all the issues required?

Yes	25 (65.8%)
No	13 (34.2%)

The written responses provided constructive comment and questions. These have been grouped under the categories below and we have tried to provide information regarding how the strategy intends to address these issues.

Single Sex Provision

There is no intention, within the strategy or its action plan, to remove existing single sex facilities and any new developments will reflect the needs of the population as a whole.

Everyone has the right to access public toilets safely, and without fear of harm, regardless of their gender or any other identifying characteristic. The design of all new facilities will reflect this right, and all efforts will continue to be made to ensure that existing provision is as safe as possible.

Accessible (“Disabled”) Provision

The strategy has priorities to ***“Focus on identifying and improving areas where there people are disadvantaged by the lack of toilet provision”*** and ***“Develop proposals to improve the availability and accessibility of Swansea’s public toilets.”***

At present, only 2 of the public toilet locations managed by the council, do not have an accessible toilet – Oxwich Beach and Penclawdd.

Where we are able to secure funding to improve our public toilet facilities, a priority is to invest in accessible facilities – as can be evidenced in the development of new Changing Place facilities, at Knab Rock and Rhossili.

Toilet provision in areas of high demand e.g. City Centre & Tourist Locations, and the times when public toilets are open

It is a priority of the strategy to ***“Develop proposals to improve the availability and accessibility of Swansea’s public toilets.”***

We recognise that there is a higher demand for facilities in the city centre, and in key tourist areas, and that the hours of existing provision may not meet the needs of everyone who needs to use those facilities. We will continue explore the opportunities and funding available to support this priority. This will include working with local businesses and community groups to either make their own facilities available, or provide support in the management of existing public toilets,

Whether charges should be introduced to use public toilets

There are currently no proposals to introduce charges in any of our existing public toilets.

Involvement of people from different backgrounds in developing the strategy

We currently have a stakeholder group that has invited representation from arrange of representative bodies, including those that represent ethnic minority groups, older people, etc.

Influence on strategy development

The majority of the responses have been covered within the revised strategy documents but greater emphasis has now been placed, within the action plan, on improving access in areas of high demand:

- 5.2 Identify opportunities for the development of new provision, **particularly in areas of high demand e.g. city centre & tourist areas**

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Appendix E: Swansea Public Toilets

Location	Opening hours	Facilities	Operator
Swansea Market, SA1 3PQ	09:30 – 16:30, Monday - Saturday	Uni-sex, Accessible and Changing Places	Council
Quadrant Bus Station, SA1 3AR	08:00 – 20:30	Men, Women, Accessible and Changing Places 30p charge	Council staff on site
Quadrant Shopping Centre SA1 3QW	09:00 – 18:00, Monday to Saturday 10:30 – 17:00, Sunday	Men, Women and Accessible	Quadrant Shopping
Civic Centre, SA1 3SN	08:30 – 17:00	Men, Women, Accessible and Changing Places	Council
National Waterfront Museum, SA1 3RD	10:00 – 17:00	Men, Women, Accessible and Changing Places	National Waterfront Museum
The LC, SA1 3ST	06:30 – 20:00, Monday – Friday; 08:00 – 20:30, Saturday and Sunday	Men, Women, Accessible and Changing Places	LC
Swansea Railway Station SA1 1NU		Changing Places only (Main toilets are not public - passengers with tickets only)	Swansea Railway Station
Glynn Vivian Art Gallery SA1 5DZ	10:30 – 16:00, Wednesday - Sunday (last entry to the gallery 15:30)	Men, Women, Accessible and Changing Places	Council staff on site

Location	Opening hours	Facilities	Operator
Swansea Marina, SA1 1DN	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
The Guildhall SA1 4PE	08:30 – 17:00, Monday - Friday (exc bank holidays)	Men, Women, Accessible and Changing Places	Council
The Secret Swansea SA2 0AY	09:00 – 17:00	Men, Women, Accessible and Changing Places	The Secret Swansea
Clydach Mond SA6 5LW	09:00 – 17:00	Men, Women and Accessible	Council
Morriston SA6 8BW	09:00 – 17:00	Men, Women and Accessible	Council
Morriston Hospital SA6 6NL		Men, Women, Accessible and Changing Places	Morriston Hospital
Gorseinon Bus Station SA4 4AA	09:00 – 17:00	Men, Women and Accessible	Council
Pontarddulais SA4 8TH	09:00 – 17:00	Men, Women and Accessible	Council
Singleton Park SA2 8PY	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council

Location	Opening hours	Facilities	Operator
Singleton Boating Lake SA2 8PY	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Brynmill Park Park SA2 0AX	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	2 unisex toilets. 1 with Accessible facilities	Council
Cwmdonkin Park SA3 5BE	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Blackpill Lido SA3 5AS	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Oystermouth Square SA3 4BU	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Oystermouth Castle SA3 4BA	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Bracelet Bay SA3 4JT	24 hours	Men, Women and Accessible	Council
Southend Gardens SA3 4EA	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council

Location	Opening hours	Facilities	Operator
Knab Rock SA3 4EL	08.00 – 20:00 in summer; 08.00 – 16:00 in winter.	Men, Women and Accessible	Council
Clyne Gardens SA2 0PP	24 hours	Men, Women and Accessible	Council
Langland SA3 4QP	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women and Accessible	Council
Caswell Bay SA3 3BS	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men, Women, Accessible and Changing Places	Council
Southgate SA3 2DH	Open	Men and Women only	Pennard Stores
Oxwich Village SA3 1LS	09:00 – 19:00 in summer; 09:00 – 17:00 in winter.	Men and Women only	Council
Horton SA3 1LQ	24 hours	Men, Women and Accessible	Council
Port Eynon SA3 1NN	24 hours	Men, Women and Accessible	Council
Rhossili SA3 1PP	24 hours	Men, Women and Accessible	Council

Location	Opening hours	Facilities	Operator
Penclawdd SA4 3YF	09:00 – 17:00	Men and Women only	Council

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Appendix F: Models of Toilet Provision

There are a number of models of toilet provision that the steering and stakeholder groups will continue to consider as they explore how Swansea's Public Toilet Strategy can best be implemented. Some of these relate to specialist provision, others relate to expanding the existing network of toilets that are publicly available.

Changing Places

A Changing Place toilet facility is designed for people who cannot use standard accessible toilets. It provides sanitary accommodation for people who experience multiple and complex disabilities and have one or two assistants with them.

To be registered as a Changing Place toilet, the facility must have the following equipment:

- height-adjustable, adult-sized changing bench
- ceiling track hoist system
- adequate space for the disabled person and up to two assistants
- centrally located toilet with space both sides for assistants
- privacy screen
- wide paper roll
- large waste disposal bin
- washbasin, preferably height adjustable

Without a suitable changing bench, many disabled people have to be laid on the floor to be changed. This is undignified, unhygienic and puts assistants at risk of injury. In the absence of a hoist, assistants are again put at risk when forced to manually transfer a disabled person who is unable to manually transfer between a wheelchair and WC.

The absence of toilet and changing facilities means that some disabled people are often limited in terms of the activities available to them, or are even prevented from going out altogether. They may also find themselves compromising their health and dignity – or that of the people assisting them – by using unsuitable facilities.

Improving the availability of Changing Place toilets, in a wider range of locations, is a matter of equality; improving the equitability of access to locations and activities that the general public take for granted. They can vastly improve people's quality of life, allowing disabled people and their assistants to stay out for longer and participate in more activities.

Community Toilet Schemes

Community Toilet Schemes are arrangements where local business make, and promote, the use of their toilets to the public (whether they are customers or not). In the past, there have been small financial incentives available, through reductions in business rates, that have facilitated this. In 2015, the specific funding from Welsh Government to support this was withdrawn.

Community Toilet Schemes can provide benefits to the local business communities by promoting their involvement and increasing footfall into those businesses. As with tourist destinations, the easy availability of toilets can often be a deciding factor for people deciding where they want to spend their time, and subsequently their money.

This is an approach that has proved popular, and successful, in other areas; not as a substitute for existing public toilets but as a way of supplementing that provision and improving the accessibility of toilets within an area.

Charging for Toilets

Charging for public toilets is an often controversial issue, particularly where provision has previously been free. Given the financial restraints that councils continue to face, it is something that has to be reviewed on a regular basis.

Some local authorities have adopted this as a means of providing toilets in more locations, whilst others have used it as a revenue stream to maintain their existing level of provision.

The only public toilets in Swansea, where there is a charge, is in the Quadrant Bus Station.

It is a delicate balancing act that has to be revisited on a regular basis, to ensure that the resources are there to maintain investment in the provision of public toilets.

Transfer of Assets

Some of Swansea's public toilets are in locations that have potential commercial value. In the past, this has led to the management of the facilities being transferred to a local business, or organisation, with lease conditions protecting their maintenance and upkeep e.g. Southgate Public Toilets. By transferring this responsibility to a third party, it frees up resources for maintenance and cleansing to be concentrated on the remaining stock of public toilets.

This is an approach that the council continues to explore.