

An urgent need

The state of London's public toilets

March 2006



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Terms of Reference

This investigation was carried out by a group of London Assembly Members on behalf of the Health and Public Services Committee. The terms of reference were as follows:

To investigate the current provision of public toilets in London, how this has changed in recent years and what may be causing these changes. To review examples of good practice and seek to recommend how these examples could improve provision in London.

Issues that will be considered include:

- What factors are causing any reduction in toilet provision and how these can be addressed;
- What can be done to improve access to toilets for people with children, with disabilities or medical conditions and older people;
- Consider how to address any issues of hygiene and cleanliness.

Comments on the findings and recommendations of this report are welcomed. Any comments will be considered as part of the review and evaluation of this scrutiny.

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Chair's Foreword



This inquiry was started because people told us that they were worried about the closure of public toilets and the effect that this was having on their lives.

We knew the issue was high on Londoners' list of concerns but we did not fully expect the volume of correspondence we would receive from ordinary Londoners saying they had been complaining about toilets for years but nothing seemed to happen.

We found that people's worries are well founded – figures show an incredible 40 per cent decline in London's public toilets since 1999. London has seen the biggest decline in the number of local authority run public toilets in the country – a closure rate twice that of the country as a whole.

There are four hundred public toilets for a city of close to seven and a half million people – or one for nearly 18,000 Londoners.

More seriously, for older people, those with disabilities or health problems, the lack of public toilet facilities restricts their lives. Indeed it is not just an issue of "inconvenience", it is about people's dignity and quality of life.

Public toilets in London are scarce, but many Londoners simply refuse to use the ones that already exist because they are too grubby, inaccessible or unsafe.

But things can be done to change this around. We have to act now to stop the further decline of our public toilets.

We believe that there needs to be a complete rethink about the role that this public service has in a 21st century world city. Local authorities need to re-evaluate provision and consider that public health, environmental and social disorder problems can be caused by a lack of public toilets.

Our report makes recommendations which we believe are realistic and can make a real difference to people's lives and, while we don't expect to change Government and local authority policy overnight, we do believe that this scrutiny has the potential to give momentum to the issue and start discussions that cannot be easily stopped.

A handwritten signature in black ink that reads "J. McCartney".

Joanne McCartney, AM

Chair, Health and Public Services Committee
March 2006

Executive Summary

Among Londoners there is a real concern about the declining quantity and quality of public toilet provision in the city. This shortage causes problems for those who live and work here as well as visitors to the city. It impacts increasingly on public health and environmental issues, in terms of street cleanliness, social disorder and infections.

London has experienced the highest decline in the number of local authority owned and run public toilets in the country. Government figures estimate the decline to be 16 per cent in four years, while other figures indicate a closure rate of up to 40 per cent in just over five.

Why are public toilets closing? The principal reason is cost – either the escalating cost of staffing, repairing damage caused by vandalism, or to bring often Victorian age facilities up to the standards required by the Disability Discrimination Act and modern health and safety legislation.

Closure of such facilities is made easier by the fact that there is no statutory duty for local authorities to provide public toilets.

The effect of declining provision is disproportionate, affecting in particular the elderly, disabled, those with medical problems and parents of young children.

It has a huge impact on people's lives, affecting older people who become anxious about travelling far from their home, or restricting London to a few familiar routes for families who have to cut journeys short when small children need the toilet or a nappy change.

It is also bad for London's image and this needs to be addressed before the eyes of the world are on London when this city hosts the Olympic Games in 2012.

There are of course many other types of toilets available to the public – on the transport system, in public buildings, in shopping centres and increasingly individual businesses. But many Londoners simply do not know these are available or the location. Others feel uncomfortable about using these "away from home" toilets.

Are Londoners being over demanding? All they seem to want are toilets which are open and in the right place when they need them, clean and safe and accessible with adequate facilities for all those who want to use them. How can this decline be stopped and provision rebuilt to reflect a basic set of standards for a 21st century public service?

Firstly the Government should be bold and finally make it a statutory duty for local authorities to ensure there are adequate levels of publicly accessible toilets in their area. Toilet provision needs to reflect the different numbers of potential users in different areas of London at different times of the day and night.

We are less concerned about who owns or operates these toilets as long as there are the right incentives and controls to ensure there is an adequate level of provision. Local authorities need to work harder to ensure this provision is there.

This can be done through a variety of means.

Planning powers should be used more to ensure that the public benefits from the granting of permission for large schemes by insisting on the provision of publicly accessible toilet facilities in new developments. And when doing so, the opportunity should be taken to ensure they are fit for use and accessible to all. There should also be twice as many women's toilets as men's in any new provision. Borough development plans should contain policies to reflect these aims.

Boroughs should also look at schemes, which encourage open public access to toilets in commercial premises, as part of a wider strategy to increase access to toilets in London. This type of scheme can make a useful addition to the availability of toilets but should not be relied upon as the only solution.

There will always be a need for local authority purpose built public toilets of the right size and in locations where there are unlikely to be potential private sector providers such as in parks or outside town centres or commercial areas.

With one of the world's largest public transport systems, London's should not be a barrier to travel for those who need to use a toilet regularly and have to be reasonably sure that facilities will be there when needed. We urge the Mayor and transport operators to review how the provision of public toilets in and around stations and interchanges can be provided, improved, maintained and signposted.

New toilet provision should be specified for all stations benefiting from renovation or improvement, whether it is through the Tube PPP, increased surface transport investment or when new contracts for services are being tendered.

Until new provision begins to become available we should make the best use of what we already have. This means ensuring everyone knows the location of publicly accessible toilets and what facilities are available. The Mayor and boroughs, as well as Transport for London and Visit London, should provide London wide toilet maps through a variety of publications and online. Boroughs should sign post at street level the location of facilities.

We need to see a complete reassessment of the costs and benefits of public toilet provision by local authorities and other public bodies, not just in purely financial terms, but in wider public health and environmental considerations. This may make public toilets more of a priority for boroughs.

Any remaining (and we hope new) local authority provision would be assisted by the Government repealing section 87 of the 1936 Public Health Act which currently prevents local authorities for charging for men's urinals. Perhaps this small change in legislation would bring in enough revenue to start to make a difference.

These are not just issues of inconvenience; they are about dignity and quality of life and we believe if more politicians appreciated this, and with the strength of opinion that is out there, improved provision would follow.

Recommendations

Recommendation 1

We recommend that the Government enact a statutory duty for local authorities to ensure there are adequate levels of publicly accessible toilets in their areas.

This duty would reflect the different needs of different areas – according to their day and night time populations in terms of residents, workers and visitors. This provision should reflect the needs of all users.

This duty should be aimed at assisting local authorities to plan the overall level of publicly accessible toilets in their areas, which could be delivered through a variety of providers and toilet types as there will always be a need for purpose built public toilets, recognisable for what they are, and of the right size and in a location where they are needed.

Recommendation 2

All London boroughs should, when reviewing their Unitary Development Plans, make specific reference to policies of increasing the amount of publicly accessible toilet provision and use their powers through section 106 planning agreements to provide public toilet facilities for customers and the general public.

Recommendation 3

We recommend that all boroughs should assess the contribution that schemes which encourage open public access to toilets in commercial premises can make, as part of a wider strategy to ensure there is comprehensive provision of publicly accessible toilets in London.

Recommendation 4

We recommend that TfL, Train Operating Companies and the boroughs review as a matter of urgency, how the provision of public toilets in and around stations and other transport interchanges can provided, improved, maintained and signposted.

Recommendation 5

That the Mayor should extend his policies to improve public toilet provision, currently in operation for the Underground and surface transport, to those national rail services which come under his control.

We recommend the Mayor include the requirement to provide public toilets in any tendering process for station upgrades in those national rail services that come under his control.

Recommendation 6

We recommend that all London local authorities review the costs and benefits of toilets in public health and environmental terms during any review of their public toilet facilities. They must also consult with the local community when considering changes to local authority toilet provision in any area.

Recommendation 7

The Government should repeal the part of section 87 of the 1936 Public Health Act, which prevents local authorities for charging for men's urinals.

This would allow local authorities to charge for general provision of all public toilets, which, providing charges are kept at reasonable levels, should assist local authorities in maintaining levels of public toilet provision.

Recommendation 8

We recommend the Mayor and local authorities produce a London-wide public toilet map, including those owned by councils and by public transport operators and make this information available online, via the London Travel Information Line, Visit London and TfL websites and in print.

In addition, all London local authorities should sign post the availability of toilets that are accessible to the public including public toilets in council owned or other public buildings, at public transport locations and those in commercial premises which are accessible to the public.

Recommendation 9

We recommend that local authorities and the Mayor require twice as many women's toilets as men's in all new developments, or major refurbishment schemes, that they have control or influence over.

1 Introduction

- 1.1 Britain's first public convenience was opened on 14 August 1852, opposite the Royal Courts of Justice in Fleet Street. Its purpose was to combat disease through street fouling - although the Corporation of London claims an even longer heritage, going back to the time of Dick Whittington, for this most basic of public services.
- 1.2 It is a long time since Britain led the world with such public health foresight. And with so many public toilets closing and residents and visitors often left wondering where to "go", there is a real quality of life crisis looming for all of us - especially the young and older members of society.¹
- 1.3 So, what is the state of public toilets in London today?
- 1.4 As this report shows, there is a real concern about both the quantity and quality of public toilet provision and the associated problems this causes for Londoners and visitors to the city.
- 1.5 Poor provision impacts increasingly on public health and environmental issues, such as street cleanliness, social disorder and infections associated with poorly maintained, or non-existent, toilet facilities.
- 1.6 It's no laughing matter - so why don't we take toilets seriously? This is one of the questions that we have asked ourselves, and others, over the course of this investigation.
- 1.7 The Health and Public Services Committee agreed to investigate the provision of public toilets in London, through a rapporteur group of three Committee Members:
- Joanne McCartney, Labour, Chair, Health and Public Services Committee
 - Darren Johnson, Green Party, and
 - Geoff Pope, Liberal Democrat.
- 1.8 The inquiry was established because we were worried about the decline in quality and quantity of public toilets in London. We were concerned about the effect this was having on Londoners - especially the elderly, disabled, and parents of young children.
- 1.9 We were also concerned about the impact of poor toilet provision on London's image with tourists and in the eyes of the world, especially in the run up to the 2012 Olympics.
- 1.10 The group set out to investigate the current provision of public toilets in London, how this has changed in recent years and what may be causing these changes. We tried to cover examples of good practice and, in this report, we seek to recommend how these examples could be replicated in order to improve provision in London.

¹ British Toilet Association. Press Release August 2005

- 1.11 In particular we were concerned to find out:
- What factors are causing any reduction in toilet provision and how these can be addressed.
 - What can be done to improve access to toilets for people with children, with disabilities or medical conditions and older people and.
 - How to address any issues of hygiene and cleanliness.
- 1.12 In carrying out our investigation we were determined to hear from as wide a range of groups and individuals as possible and, to do this, we conducted a number of visits, consultation workshops, surveys, informal and public meetings.²
- 1.13 We knew the issue was high on Londoner's list of concerns but we did not fully expect the sheer volume of correspondence we would receive from ordinary Londoners saying they had been complaining about toilets for years but nothing seemed to happen. This investigation has attracted one of the highest levels of response from the public for any scrutiny review.
- 1.14 Nor did we expect to find so many groups and organisations that had conducted research and set up committees to try to improve toilet provision, often with little or no financial support.
- 1.15 In short, what we found was that people's concerns were correct – figures show an incredible 40 per cent decline in London's numbers of public toilets since 1999.
- 1.16 What is more, London has seen the biggest decline in the number of local authority run public toilets in the country – a closure rate of 16 per cent in four years since 2000, nearly twice the rate of the country as a whole.
- 1.17 This report sets out what the situation is today in terms of public toilet provision in London, some of the reasons for the decline in provision of this important service, why improvements are needed, and some of the ways in which the trends leading to poorer facilities can be reversed.
- 1.18 We don't expect to change Government and local authority policy overnight – although many of those who contributed to our inquiry clearly hoped we might. However, we do believe that scrutiny has the potential to give momentum to the issue and start discussions that cannot be easily stopped.

² Details of our investigation, who we talked to and what we saw are in Appendix A of this report.

2 London's public toilets today

"The closure of public toilets should not be allowed to continue. This is one public service which is essential and councils all over London are ignoring public opinion".³

How many public toilets are there in London?

- 2.1 In 1999/2000 the Audit Commission reported there were 701 public conveniences provided by local authorities in London.⁴ This was the last year in which the Audit Commission collected these statistics.
- 2.2 In June 2005, in an answer to a Parliamentary Question put to the Deputy Prime Minister, it was revealed that less than five years later there were only 419 public toilets in the whole of London.⁵ This represents a decline of some 40 per cent in the number of public toilets in the city in just five years.
- 2.3 What is more, the answer showed that London has experienced the steepest loss of public toilets available than anywhere else in the country (over 16 per cent in a four year period compared with just over 9 per cent for England) as the table below, which uses figures from the Valuation Office Agency rather than Audit Commission figures, shows.
- 2.4 Despite these figures being compiled from different sources, and so not strictly comparable, they still illustrate the steep decline in public toilet provision we had been hearing about from Londoners.

Number of public conveniences open to the public⁶

Government Office Region	2000	2002	2003	2004	% Reduction
North East	286	280	276	260	9.1
North West	565	538	519	509	9.9
Yorkshire and the Humber	567	536	520	496	12.5
East Midlands	439	418	411	399	9.1
West Midlands	437	428	416	408	6.6
East of England	578	574	561	560	3.1
London	500	474	451	419	16.2
South East	871	846	808	788	9.5
South West	1,099	1,063	1,034	1,014	7.7
England	5,342	5,157	4,996	4,853	9.2
Wales	745	725	705	686	7.9

³ Individual Londoner speaking at Public Toilets public event on 16 January 2006

⁴ Audit Commission. 1999/2000 Local Authority Performance Indicators in England

⁵ Hansard. House of Commons Official Reports, 8 June 2005, Column 563W <http://www.parliament.the-stationery-office.co.uk/pa/cm200506/cmhansrd/cm050608/text/50608w03.htm>

Statistics based on commercial and industrial property data held by the Valuation Office Agency (VOA).

⁶ VOA totals given in the table show conveniences that are open to the public. They will include stand alone conveniences, and also those located in (for example) car parks and shopping malls

Source: Hansard, 8 June 2005.

- 2.5 The effect is clear. Some boroughs now have only a handful of public toilets still in operation, having reduced provision by up to 75 per cent in the past 12 years.⁷
- 2.6 Statistically speaking, a situation where there are four hundred public toilets for a city of 7.429 million residents⁸ (one public toilet for nearly 18,000 residents) is not very “convenient”.
- 2.7 But it is even worse for the 28 million visitors to London, of whom 12 million are from overseas⁹ - there is one public toilet for every 67,000.

Why are public toilets closing?

- 2.8 There is no statutory duty for local authorities to provide public toilets and the Government looks unlikely to introduce such a duty.¹⁰ In answer to a Parliamentary Question in June 2005, the Minister for Local Government said, “The provision and maintenance of toilets in public places is at the discretion of local authorities who have, under section 87 of the Public Health Act 1936, a power to provide public conveniences, but no duty to do so”.¹¹
- 2.9 With the service viewed as “discretionary”, it is little wonder that in times of budget cutting and efficiency saving, public toilets are finding themselves well down the order when priorities for spending are set.

“Because it is not statutory provision, every discretionary service is subject to audit. If we want to set a larger community charge for it, if our community charge is capped and we say we need more money for schools, nurseries, social services and all those other services that we provide, the Office of the Deputy Prime Minister (ODPM) auditors will say, ‘Hang on a minute, you are spending £2 million on a discretionary service. Take that money first and use it on your statutory services’.”¹²

“As another example, in 2004 when John Prescott threatened to cap five councils, you are probably aware that Shepway and Torbay shut their public toilets overnight”.¹³

- 2.10 We heard from a number of organisations who told us that local authorities face pressure to spend more on existing public toilet provision because of other issues such as:

⁷ Comparison between 1994/95 Audit Commission data with survey conducted by London Older People’s Advisory Group, 2005

⁸ GLA, Data Management and Analysis Group, Greater London Demographic Review 2004, December 2005

⁹ Mayors Culture Strategy page 16, April 2004

<http://www.london.gov.uk/mayor/strategies/culture/docs/strategy-all.pdf>

¹⁰ Answer to Parliamentary Question, Hansard, House of Commons Official Reports, 8 June 2005, Column 563W

¹¹ Answer to Parliamentary Question, Hansard, House of Commons Official Reports, 8 June 2005, Column 563W

¹² British Toilet Association meeting with rapporteurs, 26 January 2006

¹³ Richard Chisnell, Director, British Toilet Association, meeting with rapporteurs, 26 January 2006

- Bringing old toilets up to standards required by the Disability Discrimination Act.¹⁴
- Making sure that old facilities are compliant with current Health and Safety legislation.
- Ensuring that facilities in locations such as parks can be maintained securely in the face of vandalism and various other forms of anti-social behaviour. In particular this relates to the costs of staffing and maintaining toilets.

2.11 It is much cheaper simply to close down toilets rather than make the necessary investment to bring them in line with disability and health and safety regulations. Because there is no requirement to provide public conveniences, this is precisely what is happening across London.

"In Westminster, we realised years ago that it was a financial problem that was causing the closure of the public conveniences and the convenient excuse was to link that to the Disability Discrimination Act (DDA). This site is underground, it is not DDA compliant, and therefore we have to close it. Now we are DDA compliant but it (the public toilet) does not exist anymore".¹⁵

"Currently four out of the seven traditional sites are closed due to significant problems with anti-social behaviour".¹⁶

"They were perfectly good toilets except that they were filthy dirty, they had been vandalised and nobody looked after them. They went into decline, nobody used them and they became a den for drugs and prostitution. Then they were closed. If they were well-managed, there would be no reason they should not be kept open".¹⁷

Other providers of public toilets

Transport operators

2.12 The traditional local authority "public" toilet is just one form of provision available to Londoners. That is one reason for considering the wider provision and availability of alternatives or "away from home" toilets.

2.13 There are over 700 railway and Underground stations' in the London region where the millions of passengers a year who use the system could reasonably expect to find an available toilet.

¹⁴ The Disability Discrimination Act 1995 (DDA) came into effect on 1st October 2004. The act requires local authorities, all employers and everyone who provides a service to the public to provide all disabled people with access to services and facilities. Where access is not possible the operator will have to remove it, alter it (add ramps or lifts), or provide alternatives close by.

¹⁵ British Toilet Association meeting with rapporteurs, 26 January 2006

¹⁶ London Borough of Southwark. Written evidence, December 2005

¹⁷ British Toilet Association meeting with rapporteurs, 26 January 2006

- 2.14 On the Underground, of data supplied for 255 stations only 88 (35 per cent) have public toilet provision.¹⁸ Moves to improve this level of provision are discussed later on in this report.
- 2.15 Concerns about the quantity and quality of toilet provision on the wider transport network are not new. A study in 1994 found that only 40 per cent of railway and Tube stations in the London region offered toilets. Of these, about half were surveyed, of which only 8 per cent were above the basic standard, 48 per cent just about met a basic standard, and no less than 44 per cent were below standard, some of them exhibiting the most squalid characteristics.¹⁹
- 2.16 Little appears to have changed since then. The public are generally dissatisfied with toilet provision on the public transport network, according to studies by the London Transport Users Committee (LTUC)²⁰ - now London Travel Watch - and Transport for All (representing Dial-a-Ride and Taxicard users).²¹
- 2.17 The National Passenger Survey²² recently showed that 70% of travellers questioned said they were dissatisfied with on-train toilets. This was the highest level of dissatisfaction in the survey.
- 2.18 But London also has some very good examples of public toilets on the transport network, such as the renovated toilets at Victoria Station, and facilities at the new Jubilee Line stations. The main problem, however, is variability:

“Some toilets are excellent, some are very poor or non-existent, and [there are] some surprising contrasts”.

For disabled passengers, variability is also an issue. On the one hand, disabled passengers told us about locked, poorly equipped and inaccessible toilets; on the other, LTUC say that accessible toilets at the main rail termini (as opposed to suburban stations) are “excellent”.²³

- 2.19 As we set out later in this report, there are moves to improve toilet provision on the transport system and we consider these, and how they can play a part in improving the situation, as one part of our recommendations for action.
- 2.20 Lack of toilets at bus stands is a problem for users and staff alike. There are only 25 bus stations across the capital with a staff toilet (or one close by). In various parts of the capital there are long running complaints about (male) bus drivers urinating in public.²⁴

¹⁸ Transport for London. Written evidence, January 2006

¹⁹ “Inconvenience”. London Regional Passengers Committee, 1994

²⁰ London for the Continent. London Transport Users Committee, 2003

²¹ London for the Continent. London Transport Users Committee, 2003

²² The Department for Transport established the National Passenger Survey in 1999 as part of a nationwide campaign used to measure customer satisfaction across the National Rail Network.

²³ London for the Continent. London Transport Users Committee, 2003

²⁴ For example, written evidence from British Toilet Association, Notting Hill Police Station, London Borough of Lewisham, The Highgate Society, Rupert Price

- 2.21 The Transport and General Workers' Union (TGWU) point out that working 5 hours without a toilet break is both unreasonable and unhealthy and also discourages women joining the public transport sector.²⁵
- 2.22 For passengers, there are only 13 bus stands with toilets and a further 18 with toilets in a nearby rail station, street, or shopping centre. That's for 6.3m passengers a day.

Toilets in commercial premises

"I know which McDonalds to use where you don't have to buy a coffee – you learn to be furtive" (speaking about a time she was sleeping rough in London)²⁶

*"Those with good health are able to use the public transport system, and they cater for their occasional need to use toilets by a range of different strategies, not all of which are wholly satisfactory. Using toilets provided in (e.g.) pubs, burger bars and department stores, or delaying use beyond what is comfortable, must be part of their daily travel experiences".*²⁷

- 2.23 Many people use shopping centres and department stores and seem quite happy doing so. But why might toilets on commercial premises be better maintained – and to what extent might they be relied upon as a major part of public provision?
- 2.24 Some businesses are quite clear as to why their toilets are of a high standard. They see it as an asset to their business to be known for good toilets which people could walk off the street and use freely. In Richmond, traders told us that promoting their toilets as 'community toilets' was one more reason for potential customers to come into their shop or café rather than someone else's.
- 2.25 Likewise, the pub chain JD Wetherspoon told us *"whilst we are very proud of what we do with our toilet provision, our motivation is purely commercial. Customers rank toilet provision in their top 3 when deciding where to eat or drink"*.²⁸
- 2.26 We also have heard, however, how small cafés in crowded market areas like Portobello Road market areas are not keen on allowing non-customers to use their toilets. *"I can't allow non-paying customers to use our facilities on a Saturday. Paying customers would have to queue"*.²⁹
- 2.27 Another factor in assessing commercially owned provision is how comfortable people are walking into a shop or café to use the toilet. Some people see no problem in this but others are less likely to, or feel they must pretend to be looking for a friend or browsing.³⁰

²⁵ Transport & General Workers Union, written evidence January 2006

²⁶ Member of focus group. Meeting 19 January 2006

²⁷ London for the Continent. LTUC, 2003

²⁸ JD Wetherspoon written submission

²⁹ Local trader quoted in Notting Hill Police Station written evidence

³⁰ Public Toilets focus group 19 January 2006

What are the standards of public toilets?

- 2.28 What about the standards of the toilets that remain? We heard many tales – and saw photos – of grotty, run-down public toilets, often vandalised and poorly maintained.

*“For many years the building and its toilets have been a target for vandals, and presumably the cost of repairs and maintenance were eventually considered to be excessive”.*³¹

*“Many toilets in London are covered in graffiti or have been vandalised in other ways such as broken locks, broken chains, no toilet seats or fouled floors and sinks which means they are often out of order”.*³²

*“Toilets are often dirty, smelly, no paper”.*³³

*“(toilet buildings) are often unheated and are therefore cold and damp. They feel unsafe. They often have stairs which mean they are not accessible for people with disabilities or mobility problems... Toilets are scary”.*³⁴

*“Finding clean toilets is extremely difficult”.*³⁵

*“Staff, if present, usually say they have been vandalised”.*³⁶

*“Reasons cited for not wanting to use the service included un-cleanliness, a general lack of facilities in key locations and safety concerns due to antisocial use and vandalism”.*³⁷

*“Toilets are constantly being reduced in number. Those in existence are poor quality and poorly managed”.*³⁸

*“Toilets are very dirty, usually no toilet paper and feels very unsafe”.*³⁹

*“Pathetic. Less than lip service, especially for wheelchair users”.*⁴⁰

*“The general standard of public toilets is poor, apart from low cleanliness and insufficient provision... hand washing facilities are often restricted and cubicles out of action”.*⁴¹

*“The general view, whichever provider, is that the overall situation is pathetically inadequate... Those that are open” are almost always unclean, unhygienic and unwelcoming, and invariably unattended”.*⁴²

³¹ Old Coulsdon Centre for the Retired, written evidence November 2005

³² Age Concern, written evidence January 2006

³³ Women’s Design Service, written evidence December 2006

³⁴ Age Concern, written evidence January 2006

³⁵ Sarah Edington, written evidence January 2006

³⁶ “Irene”, member of public, written evidence November 2005

³⁷ Haringey Council, written evidence November 2005

³⁸ Raheem Khan, written evidence December 2005

³⁹ Angie Mahtani, written evidence January 2006

⁴⁰ Maria Nash, written evidence December 2005

⁴¹ Inconvenience Committee of Blue Badge Guides, written evidence November 2005

⁴² Watford Friendship Centre, written evidence November 2005

2.29 We received a number of photographs from members of the public who where facilities have been closed and uses changed. Below are just a few of these examples.



Toilet – Richmond



Public toilet - Barnet



Toilet – Pinner station



Former public toilet – now café, Richmond

Source: Photographs sent to the Committee from various members of the public

2.30 There are some excellent council-run toilets but these appear to be few and far between.

2.31 We have seen that where public toilets are provided to a high quality such as in Westminster – many of which are operated on a lease to private operator Cityloos - they are extremely popular and heavily used.

Why is the lack of public toilets a problem?

2.32 Public toilets in London are scarce, but many Londoners simply refuse to use the ones that already exist because they are too grubby, inaccessible or unsafe.

"I get irritable if I can't go, but it can also cause health problems too"

"Makes visiting places less enjoyable - we always have to take the children home early"

"I leave places early if there are no accessible loos"

"I take a water retention tablet [for blood pressure]. This means I am not able to go out until 1 o'clock unless I know there is a toilet en route"

"Changing your children's nappies in public is embarrassing so we only go places where we know facilities exist"

Focus groups, 19 January 2006

- 2.33 This has a huge impact on their lives, from older people who become anxious about travelling far from their home, or a few familiar routes to families who have to cut journeys short when small children need the toilet or a nappy change.
- 2.34 Many wheelchair users and people with mobility problems voiced deep frustration in their responses to this inquiry about inconsistent standards of accessible provision which made journeys out difficult, or caused embarrassment when having to seek permission from members of platform staff at train stations to use a locked toilet.
- 2.35 **These are not just issues of inconvenience; they are about dignity and quality of life.**

Street urination, standards of behaviour, and the night time economy

- 2.36 Street urination, mainly by men, but sometimes by women too, is a major nuisance in some parts of London. As well as being anti-social it is also a health hazard.

"If you walk the streets of Clapton where the buses are, you can smell the stink where people hang themselves out to have nature take its course"⁴³

- 2.37 The problem, and the upset it causes, has been raised time and time again in the evidence we received for this inquiry and is also confirmed by research such as the London Plan technical report on Late Night London (SDS Technical Report Six)⁴⁴ – which confirms that *"urinating in the streets has been one of the nuisances mentioned most frequently by local residents, and there is obvious evidence of this on the streets late at night"*.
- 2.38 There are mixed views about whether the cause of street urination is solely because of a lack of toilets, or whether it is primarily about it having become

⁴³ Individual Londoner speaking at Public Toilets public event on 16 January

⁴⁴ http://www.london.gov.uk/mayor/economy/docs/late_night_london_full.pdf June 2002

socially acceptable especially after closing time on a Friday or Saturday night. In Westminster, for instance, where the number of male urinals available at night has been greatly increased, street urination has not been eradicated. Indeed many people found urinating in an alleyway have just walked out of a pub or bar with perfectly good toilets.

- 2.39 The Police see it slightly differently; saying that lack of toilet provision makes it harder for them to tackle street urination. While often apologetic, the offenders argue that there was no alternative. This can put the Police in a difficult position, being continually challenged as they try to deal with drunkenness and anti-social behaviour.
- 2.40 Our view is that while poor toilet provision has encouraged street urination, it has become the norm, especially for men, to 'nip down an alley' or behind a garden wall – even when perfectly good toilets are available on the street or in the pub they have just left.

Bad loos are bad for Londoners

The quality and quantity of disabled toilets is patchy

- 2.41 We received a huge number of emails and letters from disabled Londoners, both individuals and organised groups, all saying much the same thing:
- The wheelchair logo can indicate anything from the installation of a few basic accessible features to a sophisticated fully equipped toilet with room for a user plus carer.
 - Some accessible toilets are poorly designed e.g., handrails and sinks installed too high/too low.
 - Toilets are used for storage or doorways are obstructed, and alarm cords are tied-up (to prevent them being accidentally pulled).
 - The RADAR⁴⁵ scheme can be abused with keys readily available on eBay for as little as £5.
 - They have to locate someone with a key to unlock the toilet - *“you see a sign, go there, it is locked and your heart sinks...”, “by involving staff, your toilet needs are not private but have to be broadcast”*.⁴⁶
- 2.42 We have heard from many disabled groups, almost all of whom felt that the current state of disabled toilets in London was patchy at best. This is confirmed by research such as the study by Professor Clara Greed at the University of the West of England, by ITAAL⁴⁷, and the Changing Places (“accessible loos for everyone”) campaign soon to be launched by MENCAP and others.

⁴⁵ The Royal Association for Disability and Rehabilitation set up the RADAR National Key Scheme to provide accessible, well-maintained toilets for use by disabled people. Toilets are fitted with a lock displaying the word RADAR. The key can be used throughout the United Kingdom.

⁴⁶ WinVisible (Women With Visible and Invisible Disabilities) written evidence, January 2006

⁴⁷ ITAAL – Is there an Accessible Loo? Charity formed in 1997 but on the brink of closure.

- 2.43 The Mayor's Supplementary Planning Guidance on Accessible London⁴⁸ highlights the need for adequate accessible toilets provision and commits the Mayor to ensuring that new developments include suitable public toilets. It also encourages local authorities to assess current provision and address shortfalls.
- 2.44 But there is no requirement or incentive for local authorities to take any action.
- 2.45 However, shortfalls need to be addressed not just by more toilets, but also by co-location of infrastructure as pointed out by Disability in Camden. It draws attention to the importance of toilets' closeness to disabled parking bays and other facilities.

Impact on Older Londoners

- 2.46 As well as the research carried out by groups such as the Greater London Forum for Older People, Kilburn Older Voices Project, Age Concern and the Enfield Over 50s Forum, we heard from many other organisations representing older Londoners. In particular they were concerned that:
- There has been a sharp decline in provision in their lifetime.
 - Simple aides like handrails should be fitted in all toilets, not just purpose-built accessible ones.
 - Needing the toilet more often is a major impediment to leading an active and independent life.
- 2.46 We all grow old, but we do so gradually and our bodies change at different rates. Many of the issues raised by or on behalf of older Londoners therefore apply to others too.
- 2.47 Older Londoners were concerned about personal safety, and clear signage, which are important to stop people feeling anxious and deciding to stay at home. They also suggested having basic handrails in all toilets, not just accessible ones, as you might not need (or want to) use a disabled cubicle, but at the same time find it difficult to stand without something to grip.

"People suffering incontinence can't go out, it's unfair and restricting and means poor quality of life".

Impact on those with health problems

- 2.48 Another major concern was around incontinence, which can be simply due to ageing but can also be made worse by medication such as for high blood pressure.

⁴⁸ Accessible London: achieving an inclusive environment - SPG Point 18. April 2004
http://www.london.gov.uk/mayor/strategies/sds/accessible_london.jsp

- 2.49 Incontinence group *Incontact* estimates there might be up to half a million Londoners who suffer from incontinence.⁴⁹
- 2.50 Incontinence and urgency also affects younger people. We heard from the National Aids trust who pointed out that people on medication to treat HIV (around 14,000 Londoners) also need the toilet more often because of the side-effects of anti-retroviral treatment.
- 2.51 Ciaron Graham, a sixth form tutor who spoke at our public hearing, described how he lives with Crohn's disease which means the availability of a toilet is essential when he is out and about working or in his leisure time.⁵⁰

Impact on parents of young children

- 2.52 We also heard from parents of young children who told us that:
- It is very difficult to use a toilet with a buggy or pushchair.
 - Parents resort to changing nappies in public - making them feel uncomfortable doing so.
 - Lack of toilets for children can ruin a day out.

Why do women always have to queue?

- 2.53 A further question came up which is obvious, but which is often not addressed. Why do women always have to queue?
- 2.54 The British Toilet Association are fond of quoting Ben Elton at the Queen's Jubilee celebrations. He said after the interval something like "I see the ladies are all still queuing for the toilet as usual". The massive queue for the ladies toilets was the only thing that had marred an otherwise well run event.⁵¹
- 2.55 Why do we take it for granted that women have to queue for the toilet? One answer sometimes offered is that many pubs and premises were designed many years ago when fewer women went to the pub or attended sporting events.

Cultural issues

- 2.56 At the start of the investigation we were aware that the diverse cultural make up of our community adds another dimension to the issue of provision of toilet facilities in London. Unfortunately we received very little written evidence on this specific subject
- 2.57 Our discussions with the British Toilet Association showed that while some boroughs are aware of the need to design inclusive facilities different groups, such as for Muslim women and men, which include consideration of bodily contact with ceramics and the provision of different washing facilities, these considerations may not be as widespread as they should. Indeed the BTA

⁴⁹ Public Toilets focus group 19 January 2006

⁵⁰ Ciaron Graham, tutor, St Charles Roman Catholic Sixth Form College. Public meeting 16 January 2005

⁵¹ British Toilet Association meeting with rapporteurs, 26 January 2006

foresee problems with many of London's new large projects such as Wembley Stadium because of inadequate consideration of these issues.⁵²

Tourism

"A nation is judged by its toilets and world-wide London is seen as a dirty metropolis in comparison with other world cities".⁵³

"A city can be judged by the standard of its sanitation".⁵⁴

"What people most remember about their visits to London is not the wonderful guide, sadly; it is whether they had a nice meal and whether there were good toilets and whether those aspects of the day were easily managed".⁵⁵

- 2.58 London receives some 28 million visitors a year, of whom 12 million are from overseas.
- 2.59 The advice from the Lonely Planet London guidebook suggests London's fast food chains are the most dependable option for the discerning backpacker who should avoid traditional toilets.
- 2.60 Other evidence, from the most recent Overseas Visitors Survey conducted by Visit London, suggests the availability of toilets is less important. It found that only 1 per cent of foreign tourist respondents mentioned washrooms and toilets when asked what would have improved their visit – compared to 4 per cent who said public transport, 5 per cent better signage, and 19 per cent who simply wished London was less expensive.
- 2.61 Our view at the start of this inquiry was that bad toilets are also bad for London's tourism. This was confirmed by the many responses we had from London's official 'Blue Badge' tourist guides who have set up an "Inconvenience Committee" to document the problem and make proposals to agencies such as the London Assembly, the Mayor, and local councils. In particular they are concerned at the increasing difficulty in getting a large group of tourists around London (both by foot and by coach) when there are very few large public toilets, and fewer still that can be used for free.
- 2.62 They cite the toilets at Embankment tube (which serve a rolling convoy of coaches throughout the day) as their favourite, as well as admitting to sneaking parties into the National Gallery's toilets. They despair at the introduction of a 50p charge at the large Parliament Square facilities; many tourists they say either do not have loose change, or do not know which type of coin is needed.
- 2.63 On balance, from the evidence we saw, and from what we heard, we tend to agree that London's toilets leave a bad impression on tourists. This will have an

⁵² British Toilet Association meeting with rapporteurs, 26 January 2006

⁵³ Clara Greed, Professor of Inclusive Urban Planning, University of the West of England. November 2005

⁵⁴ Ros Stanwell Smith, London Blue Badge official guide. Public meeting. 16 January 2006

⁵⁵ Ros Stanwell Smith, London Blue Badge official guide. Public meeting. 16 January 2006

increasingly important impact as visitors to London increase as a result of the hosting of the Olympic and Paralympic Games in just six years time.

The London 2012 Olympic Games

*“When I got to Greece, I was worried about terrorism. But my only moments of terror involved public toilets last cleaned by the Goths”.*⁵⁶

- 2.64 Beijing is spending \$48million (£27million) to provide 4,700 public toilets for the 2008 Games – that means one every 500 metres or a four minute walk.
- 2.65 Beijing’s decision to press ahead with renovating its toilets is no doubt spurred by the embarrassment Athens suffered over its city plumbing, which other countries mocked for not being able to cope with toilet paper being flushed down the toilet.
- 2.66 The Beijing toilets will all meet a city-wide standard which includes disabled access, as well as having the appropriate number for men and women. Toilet management will also be improved, including a requirement for all attendants to speak English. Part of the Beijing plan also includes requiring restaurants, shops and hotels to offer their toilets for use by non-customers for free.
- 2.67 London’s tourism leaders have signed up to a charter aimed at doing 'better than Barcelona and Sydney' in increasing the number of visitors to the UK as a result of the 2012 Games.⁵⁷
- 2.68 In 2012 London will be at the centre of the world’s attention with an estimated 500,000 additional visitors to London and some 20,000 accredited and 40,000 non-accredited media reporting all aspects of the Games, London and London life.⁵⁸
- 2.69 We hope that the standards of such a basic public service such as public toilets will match the expectations of facilities worthy of a world city.
- 2.70 But what do Londoners want and what can be done?

⁵⁶ Columnist Dave Barry covered the Athens Olympics for the Miami Herald.

⁵⁷ London 2012 website. November 2005

<http://www.london2012.org/en/news/archive/2005/november/2005-11-15-15-30.htm>

www.london2012.com/en/news/archive/2005/november/2005-11-15-15-30.htm

⁵⁸ Memorandum submitted by Visit Britain and Visit London to the Select Committee on Culture, Media and Sport. 18 October 2005

<http://www.publications.parliament.uk/pa/cm200506/cmselect/cmcomeds/552/5101811.htm>

3 What do Londoners want?

3.1 From the letters we received, the surveys we commissioned, the meetings where we asked for people's views and the meetings we held with other organisations, we have gained a picture of the kind of thing Londoners consider make a good public toilet.

3.2 In short, Londoners consider the most important attributes of a good loo to be:

- Open - if it's not open it's no use.
- Clean – especially clean porcelain and dry floors. People cannot stand a wet floor because “you don't know what it is”. For wheelchair users a wet or paper strewn floor is particularly unpleasant as it gets on their hands.
- Safe – this means good lighting, a location that feels safe and busy, and no visible signs of anti-social behaviour. An attendant provides a strong sense of safety, but cleaners' 'tick-sheets' (when up to date), or CCTV can also give reassurance that someone is 'keeping an eye out'. There are mixed views about 'fortress toilets' fitted out in riot-proof stainless steel, which appear to need no maintenance apart from being blasted with a jet of disinfectant and water. Some people felt these were a good response to vandalism – but some felt it gives in to antisocial behaviour or suggests to the community that they cannot be trusted.
- Well stocked – with toilet paper, soap, water, and towels – not only is it a nuisance, but when these run out it is a health risk, again with wheelchair users feeling particularly vulnerable to picking up dirt from the floor. A well-stocked toilet also reassures people that it is looked after and safe. Broken taps and empty or vandalised dispensers all contribute to a sense that no-one cares and that anti-social behaviour is going unnoticed – which in turn makes people fearful for their safety.⁵⁹

3.3 Going further, into an ideal world, we also asked about what, realistically, would make the “perfect” public toilet. People told us it should have:

General

- Good signage from outside.
- Convenient opening times.

A pleasant and safe environment

- Staffed by an attendant (second best would be CCTV and a vandal alarm).
- Good ventilation (or air fragrance).
- Cleaners' tick sheet as you walk in.
- Vandal-proof/hard wearing fittings (but not fortress-style stainless steel).
- Clean dry floors.

⁵⁹ Public Toilets focus group. 19 January 2006

- Good privacy – no gaps at floor or ceiling between cubicles.
- Signs reminding users to ‘please flush, then wash your hands’.

Comfort touches

- Good quality toilet paper (soft, on a roll).
- Coat hooks.
- Hot water taps, not just cold.

Equipped for everyone

- Wide cubicles with space for luggage and shopping.
- Space for buggies and prams to be wheeled in.
- A well-designed accessible cubicle.
- Baby changing table.
- Children’s height toilets and urinals.
- Sanitary towel machines and disposal (but not ones which are too close to your leg).
- Handrails for people with minor mobility problems.

Facilities for the disabled

- Wide cubicles to accommodate wider wheelchairs;
- Enough turning space (an electrically operated wheelchair needs a turning space of 180 degrees).
- Unisex toilets should be provided in order to accommodate wheelchair users whose assistant or carer may be of the opposite sex.
- Doors must either slide or open outwards.
- A large sanitary bin in both male and female toilets.
- The floor should be non-slip;
- An alarm system should be provided, which can be reached both from the floor and from the WC seat.

3.4 Is this a wish list or just a basic set of standards for a 21st century public service? In the remainder of this report we consider what could be done, as a starting point, to improve the provision of public toilets in London and make recommendations for action.

4. What can be done?

- 4.1 So far we have set out our findings in terms of the quantity and quality of toilet provision in London as well as what Londoners want.
- 4.2 Provision is now largely seen as wider than the traditional Council-owned block of toilets and now covers a range of “away from home” toilets provided by transport operators, within other “public” buildings, by private toilet providers and in commercial centres both large and small.
- 4.3 We have seen how the perceived decline in numbers of toilets available for public use has impacted on a whole range of Londoners, often disproportionately, to a point where some people have their lives affected, their mobility restricted and their plans dictated by the availability of suitable and accessible toilet provision.
- 4.4 We have also seen how the lack of toilets has had an impact on public health, and increasingly public order from issues such as street urination, as well as defining the image of London taken away by visitors to the city.
- 4.5 But we have also seen emerging examples of good practice from a range of organisations, often working in partnership, which are beginning to make an impact on this most basic of public services.
- 4.6 In the remaining section of this report we look at what we believe can be done realistically and relatively quickly to address this issue, one of London’s most urgent needs.

A basic level of provision

*“There is a silent decision taken to leave it to someone else; they are your customers, so let trade and business provide; they are your rate-payers, so let the municipality take action”.*⁶⁰

- 4.7 Commercial operators only have their customers to think about and most of London’s local authorities are clearly not taking action. As we have seen, budgetary pressures are leading most local authorities to make the decision to close facilities that are proving ever more expensive to maintain.
- 4.8 In the absence of a statutory duty to provide public toilets what can be done to encourage local authorities to consider the issue of achieving at least some basic level of provision?
- 4.9 Is there a role for government, whether national or local, to take a lead in defining the standards, or even a most basic level of public toilet provision?

⁶⁰ Eric Midwinter, social historian and former chair of the London Regional Passengers Committee. London for the Continent. LTUC, 2003.

- 4.10 From those we have spoken to in the course of this investigation we have seen signs that attitudes may be changing at the national and London level.
- 4.11 In a recent letter from Phil Woolas, Minister for Local Government, to the British Toilet Association⁶¹, the minister expressed his belief in a fundamental need to look at *“how we can inspire a change in culture”* and enlisted the BTA’s help. As a start, the minister’s recently published guide on town centre management encourages councils to look at solutions to street urination, such as extra toilets on Friday and Saturday nights, and new-built provision with innovative design and management.⁶²
- 4.12 However, this guidance is advisory only and not obligatory.
- 4.13 In terms of recommended toilet provision, the British Toilet Association suggests twice as many facilities for women as for men, 1 cubicle per 550 females and 1 cubicle or urinal per 1,100 males.
- 4.14 We see this as a possible starting point for establishing targets, which reflect local conditions, which local authorities could reasonably aim for when considering the provision of publicly available toilets in their areas.
- 4.15 But what else could these targets and standards look like and what would they cover? Perhaps the following would go some way to defining this thinking.

“We need four levels of provision to suit the different spatial catchments and diverse user profiles of a world city like London.

We need many thousands of small, inclusively designed toilet pods, built to generous space standards, to serve every local park or meeting point.

Where more people congregate, we need hundreds of larger, inclusively designed facilities.

At district level, we need dozens of facilities in key locations across London that cater for a greater and yet more diverse footfall, are attended, open 24 hours a day and offer a wide range of facilities.

*Finally at perhaps about half a dozen strategic locations across London, there should be a network of fully inclusive provision so that the most profoundly disabled people can get out and about and access London in the secure knowledge that they will be in reach of an accessible loo if they need one”.*⁶³

⁶¹ Phil Woolas MP letter to British Toilets Association 3 November 2005. British Toilet Association written evidence. 14 November 2005

⁶² Office of the Deputy Prime Minister – Cleaner, Safer, Greener – Town Centres. March 2005
http://www.cleanersaferegreener.gov.uk/images/CSGC_TownCentres_168.pdf

⁶³ Professor Julienne Hanson, University College London, Bartlett School. Public meeting 16 January 2006

- 4.16 We believe that Government and local authorities should review the public health aspects of public toilet facilities, and that it should become a very much higher priority in terms of public service provision.
- 4.17 Given the evidence we have seen of declining levels of public toilet provision in London we think that the only way of halting this trend, stopping closures and rebuilding provision is to make it a statutory duty to ensure every area has adequate levels of public access to toilets.
- 4.18 We are less concerned about who owns or operates them as long as there are the right incentives and controls to ensure an adequate level of provision and a high standard of quality.

Recommendation 1

We recommend that the Government enact a statutory duty for local authorities to ensure there are adequate levels of publicly accessible toilets in their areas.

This duty would reflect the different needs of different areas – according to their day and night time populations in terms of residents, workers and visitors. This provision should reflect the needs of all users.

This duty should be aimed at assisting local authorities to plan the overall level of publicly accessible toilets in their areas, which could be delivered through a variety of providers and toilet types as there will always be a need for purpose built public toilets, recognisable for what they are, and of the right size and in a location where they are needed.

Increasing the level of provision

- 4.19 Should it be possible to define a general level of public toilet provision, which has Government backing, it would be up to the local authorities to work with partners to ensure this level of provision is achieved through a variety of means, which are appropriate to different areas and circumstances.
- 4.20 We have seen a number of possible different solutions to increasing the level of provision which, on their own, are not likely to provide the level of provision we and the public would like to see, but in combination could make a valuable contribution to increasing public accessibility to toilets.
- 4.21 These measures include an increased level of obligations to provide facilities through planning agreements; an encouragement of commercial operators and transport provider provision and a re-assessment of the costs and benefits of traditional provision by local authorities themselves and by a minor change in the legislation that governs local authority public toilet provision.

Planning powers

- 4.22 The Mayor's London Plan includes two policies⁶⁴ that refer to public toilets. In each case these are given as examples of the kinds of facilities needed by London. The Plan does not, however, address the problem of insufficient provision, nor does it set out any policies that would be likely to increase provision significantly.
- 4.23 Other documents, which support and inform the *London Plan*, do consider the issue of toilets, but to varying degrees – and some barely cover it.⁶⁵ The Supplementary Planning Guidance on *Accessible London*⁶⁶ mentions public toilets several times but does not respond explicitly to the issue of insufficient provision in London.
- 4.24 In the current review of the *London Plan* there is a great opportunity to be bold about the urgent need to increase the quality and quantity of public toilet provision and to engage boroughs in that task.
- 4.25 The London Plan sets out broad strategic aims that the boroughs must take into account when producing their own planning policies in their Unitary Development Plans.
- 4.26 We have seen examples that some boroughs intend to make use of this opportunity both at strategic level and through individual planning applications to increase toilet provision.

"The council has also taken steps to secure improvements in toilet provision in the future. For example, policy 1.9 in the Unitary Development Plan (due to be signed off in 2006) states that new developments must provide amenities for users of the site, such as toilet facilities where this is appropriate. Southwark's planning department have elaborated on what this policy means and state the "typically, this might be applied to a new supermarket for example, which would provide toilet facilities ... for its customers and the general public".⁶⁷

- 4.27 Section 106 of the 1990 Town and Country Planning Act allows local authorities to enter into agreements with those applying for planning permission, which restricts either the development or use of the land, or requires some specified operations or activities to be carried out. It can also be used to secure a sum of money to be paid to the authority for some specified purpose.⁶⁸

⁶⁴ London Plan policies 3A.15 on social infrastructure and 4B.4 on the public realm. London Plan, February 2004

<http://www.london.gov.uk/mayor/strategies/sds/index.jsp>

⁶⁵ Guide to Preparing Open Space Strategies refers to toilets as one of 40 checklist items

⁶⁶ Accessible London: achieving an inclusive environment (Chapter 3 – Implementing Inclusive Access). April 2004

⁶⁷ London borough of Southwark. Written evidence. December 2005

⁶⁸ Section 106 of the 1990 Town and Country Planning Act:

- 1) A local planning authority may enter into an agreement with any person interested in land in their area for the purpose of restricting or regulating the development or use of the land, either permanently or during such period as may be prescribed by the agreement.
- 2) Any such agreement may contain such incidental and consequential provisions (including financial

- 4.28 A good example of the use of Section 106 powers is the provision of new fully accessible toilets which are free to use in Trafalgar Square as part of the recent redevelopment which shows that *'It is possible through Section 106 to achieve this provision if you think outside the box a little bit'*.⁶⁹

Recommendation 2

All London boroughs should, when reviewing their Unitary Development Plans, make specific reference to policies of increasing the amount of publicly accessible toilet provision and use their powers through section 106 planning agreements to provide public toilet facilities for customers and the general public.

The role of commercial providers

- 4.29 Early on in our inquiry we visited Richmond Council to look at their innovative scheme to extend public toilet provision by signing up local businesses including supermarkets, pubs and restaurants to join a Community Toilet Scheme.
- 4.30 The scheme is part of the local Business Pride partnership between the council and businesses and means proprietors are paid a small amount each year (around £600) in return for them making their toilets available to the public regardless of whether someone makes a purchase.
- 4.31 Under the scheme a business signs an agreement covering conditions of access to its toilet facilities by members of the general public during business opening hours, displays a sign showing membership of the scheme (shown below) and undertakes to maintain toilet facilities in clean and hygienic conditions. The Council, for its part, provides liability insurance, street signage and carries out "occasional inspections of the toilets with the provider".⁷⁰



- 4.32 The Community Toilet Scheme was conceived in 2002 when Richmond decided to overhaul its public toilet provision. It faced low satisfaction rates with toilets, high costs, and a mixture of outdated facilities and unpopular and under-used Automatic Public Conveniences. The borough also faced opposition from residents for closing traditional public toilet facilities.

ones) as appear to the local planning authority to be necessary or expedient for the purposes of the agreement.

⁶⁹ British Toilet Association meeting with rapporteurs, 26 January 2006

⁷⁰ Sample Community Toilet Scheme Agreement.

[http://cabnet.richmond.gov.uk/Published/C00000163/M00000980/AI00005877/\\$ToiletSchemeAppB.doc.pdf](http://cabnet.richmond.gov.uk/Published/C00000163/M00000980/AI00005877/$ToiletSchemeAppB.doc.pdf)

- 4.33 As of January 2006 62 businesses have joined the scheme.⁷¹
- 4.34 Overall we believe that this kind of scheme can provide a useful addition to the availability of public toilet facilities in London and at relatively low cost to residents.
- 4.35 We question however the wisdom of this being the only strategy for increasing access to public toilets since there are various factors which would limit provision such as:⁷²
- Ensuring comprehensive geographical coverage.
 - The requirement to provide good information and publicity of availability.
 - The need to ensure regular inspection to ensure availability and quality standards – although this should apply to all providers.
 - The limitation of opening hours.
 - The uncertainty of continuing membership of the scheme.
- 4.36 Our view is that there will always be a need for purpose built public toilets, recognisable for what they are, and of the right size and in a location where they are needed, particularly in locations where there are unlikely to be potential private sector toilet providers – such as in parks or outside town centres or commercial areas.
- 4.37 We therefore believe that private provision, especially larger toilets in public areas like shopping centres, or in privately owned plazas could potentially provide a much-needed supplement to existing provision.
- 4.38 We have heard the arguments but are not recommending that all businesses should be required to make their toilets available for the general public. Where appropriate they should be strongly encouraged to do so.

Recommendation 3

We recommend that all boroughs should assess the contribution that schemes which encourage open public access to toilets in commercial premises can make, as part of a wider strategy to ensure there is comprehensive provision of publicly accessible toilets in London.

Toilets on the transport system

- 4.39 Earlier in this report we commented on the scale of London's public transport system and the potential for providing public toilet facilities to make the network truly accessible to all.

⁷¹ London Borough of Richmond upon Thames website.
http://www.richmond.gov.uk/community_toilet_scheme

⁷² Marc Cranfield-Adams, written evidence, January 2006

- 4.40 We note the previous work done by bodies such as London TravelWatch (formerly the London Transport Users Committee) on the issue of public toilet provision on London's transport system. We would wish to see previous recommendations made by this and other bodies, to improve the availability, accessibility and standards of public toilet provision on the network, acted upon by TfL and other transport providers.⁷³
- 4.41 In London, Transport for London (TfL) is trying to improve toilet provision on the bus and tube networks. Public toilets (with male, female, wheelchair accessible, and baby change units) are now a standard specification for new and refurbished bus stations.
- 4.42 TfL is also conducting a full review of toilets at bus stands and meeting with local councils (who provide planning permission) to discuss how to improve provision.
- 4.43 On the Tube network, TfL's policy is that public toilets that are currently mothballed will be re-opened during modernisations under the PPP, where it is financially and physically possible. TfL is also committed to ensuring all toilets currently open on the network remain open and in working order (although some respondents to this inquiry felt there are still too many temporary closures).
- 4.44 Existing toilets at TfL stations with step-free access from street to platform will be upgraded to be wheelchair accessible. This is also part of the Tube-PPP contract.⁷⁴
- 4.45 We note from TfL evidence that there are issues of partnership working when it comes to ensuring adequate public toilet provision in locations restricted by space or land ownership.

Recommendation 4

We recommend that TfL, Train Operating Companies and the boroughs review as a matter of urgency, how the provision of public toilets in and around stations and other transport interchanges can provided, improved, maintained and signposted.

- 4.46 In February 2006 the Mayor announced that from Autumn 2007, TfL will manage the North London Railway services. The process to appoint an operator to run the concession will start immediately and will conclude on 11 November 2007 with the start of the North London Railway operating concession by the successful bidder.
- 4.47 The Mayor's announcement that "from 2007, Transport for London can begin to revitalise London's overground rail services just as it has done with buses and is

⁷³ For example "London for the Continent". LTUC, January 2003
http://www.londontravelwatch.org.uk/get_document.php?id=528

⁷⁴ TfL written evidence. 13 January 2006

doing on the Tube⁷⁵ will lead to a review of priorities on the over ground rail network.

- 4.48 We note the Mayor's intended priorities are station safety and security, which means putting staff back into the stations but we also think this provides a welcome opportunity to review public toilet provision on the services which are under, and may come under, TfL management.

Recommendation 5

That the Mayor should extend his policies to improve public toilet provision, currently in operation for the Underground and surface transport, to those national rail services which come under his control.

We recommend the Mayor include the requirement to provide public toilets in any tendering process for station upgrades in those national rail services that come under his control.

Local authority public conveniences

- 4.49 As we have already concluded, there will always be a need for "traditional" local authority purpose built public toilets, of adequate size and in locations where there is inadequate alternative provision from other operators, be they commercial or other public bodies.
- 4.50 We have seen, in the dramatic statistics charting the decline of the local authority owned and maintained public toilet in London, the effect of decisions to close such facilities based on escalating costs. But we have also seen where longer term and wider thinking has enabled such toilets to be maintained and provided on a "five star" basis.
- 4.51 Westminster has some of the best public toilet provision in the country and it costs the council some £2.5 million a year to operate these facilities, either directly or through various other contracts.
- 4.52 Westminster has taken a decision to continue to provide high quality toilets, some of which require the user to pay, as part of a wider consideration of the role such facilities play in the community.

"Everything has a cost. If we do not provide the public convenience service, we have a cost in cleaning up the street fouling. It is a case of balance. We do not have an indication of how much having a good public convenience service contributes to the local economy. However, there is public awareness around the high quality of provision. That is what you get in Westminster: it is the best provision in England, without doubt... It does need to be financed and well managed. If it is not financed and well managed, the easiest option is always to close it".⁷⁶

⁷⁵ <http://www.tfl.gov.uk/tfl/press-centre/press-releases/press-releases-content.asp?prID=690>

⁷⁶ British Toilet Association meeting with rapporteurs, 26 January 2006

- 4.53 Westminster is, we agree, unique among English local authorities in terms of the numbers of visitors to its area. The example of Westminster indicates that thinking about the costs of not providing public toilet facilities, of high quality, and in areas of need, can be factored into calculations.
- 4.54 As we have seen, there are obviously public health and environmental costs to the wider community of not providing public toilet facilities, and we believe local authorities should consider these in any review of provision.

Recommendation 6

We recommend that all London local authorities review the costs and benefits of toilets in public health and environmental terms during any review of their public toilet facilities. They must also consult with the local community when considering changes to local authority toilet provision in any area.

Charging for public toilets

- 4.55 As we have seen, one of the most commonly stated reasons for the declining numbers of public toilets in London is the cost of provision. There are two common responses – closure or charging for use.
- 4.56 Charging for access to public toilets is not new.

The old “penny in the slot” of 100 years ago is now nearer today’s 50 pence in real value.⁷⁷

- 4.57 But according to those who attended our public meeting charging is not popular:
- 69 per cent of people thought that public toilets should be free to use.
 - Should a charge be payable, a majority thought it should be a nominal one of 20p or less.
 - 71 per cent of people are not prepared to pay more taxes (local or national) to improve public toilets.
- 4.58 Given these attitudes, and in the cold light of financial reality, it is about making a choice, which may be between having provision, or not.

“Having the highest quality of provision in the country – although you have to pay to use it – was better than having no provision at all”.⁷⁸

⁷⁷ British Toilet Association meeting with rapporteurs, 26 January 2006

⁷⁸ British Toilet Association meeting with rapporteurs, 26 January 2006

Repeal of legislation?

- 4.59 There is however a difficulty should local authorities consider introducing a charge for all of their public conveniences. The Public Health Act of 1936, section 87, allows local authorities to provide public toilets on the highway and charge for their use, but not for men's urinals, which must remain free.⁷⁹
- 4.60 Many local authorities have attempted to get around this restriction by separating men's urinals, which remained free, from unisex cubicles for which a charge was levied.
- 4.61 However these arrangements soon attracted complaints of sex discrimination on the grounds that men could urinate for free while women had to pay.
- 4.62 Local authorities can lease public toilets to private operators who can levy a charge but local authority managed facilities cannot do so. We believe this is a legislative anomaly which needs addressing if local authorities are to be assisted in retaining public toilet facilities.

Recommendation 7

The Government should repeal the part of section 87 of the 1936 Public Health Act, which prevents local authorities for charging for men's urinals.

This would allow local authorities to charge for general provision of all public toilets, which, providing charges are kept at reasonable levels, should assist local authorities in maintaining levels of public toilet provision.

Making the best of what we have

- 4.63 We would hope our recommendations above will help stop the decline in the number of publicly accessible toilets in London and, eventually lead to new provision being opened up. But in the meantime how should we make the best use of what we have now?
- 4.64 Many of the people who responded called for maps and guides for public toilets in London. Transport for All were particularly keen to see councils and transport operators provide toilet location information by phone through their helplines, and in online and printed maps.⁸⁰
- 4.65 London Underground stations usually have maps of the local area, including nearby public toilets, and some councils have produced town centre guides, also with toilets marked.
- 4.66 We have also seen good examples of 'good loo guides' for London, produced by individuals and community groups on relatively small budgets.

⁷⁹ The relevant section of the Public Health Act 1936 is reproduced at Appendix C

⁸⁰ Transport for All written evidence. 6 December 2005

- 4.67 St Charles Catholic 6th Form College in North Kensington produced a Convenience Guide to London inspired by their college tutor who suffers from Crohn's disease. There was also a short-lived project call "pPod" – a downloadable MP3 audio guide that had over 100 spoken reviews of central London toilets.
- 4.68 There are also several national guides for accessible toilets such as the RADAR directory and the ITAAL (Is There An Accessible Loo) project – now sadly closed due to lack of funding.
- 4.69 Availability of information about toilet location is particularly important to disabled people, people with medical conditions, parents with small children, and many others. We believe a London-wide guide could help by enabling people to make better use of what already exists.

Recommendation 8

We recommend the Mayor and local authorities produce a London-wide public toilet map, including those owned by councils and by public transport operators and make this information available online, via the London Travel Information Line, Visit London and TfL websites and in print.

In addition, all London local authorities should sign post the availability of toilets that are accessible to the public including public toilets in council owned or other public buildings, at public transport locations and those in commercial premises which are accessible to the public.

Equality of provision

- 4.70 We have asked already "why do women always have to queue"?
- 4.71 Our view is that the fact that women have to queue goes largely unchallenged at all levels of decision making – from planning, to hiring "portaloos" for a large outdoor event.
- 4.72 Attitudes are, however, changing. We were shown by the British Toilet Association the plans for a new toilet in Chingford (London borough of Waltham Forest) which has 9 female cubicles, compared to 2 male cubicles and 4 urinals as well as unisex accessible baby and family cubicles.
- 4.73 We read with particular interest about New York City's initiative to require all new and renovated buildings to have twice as many toilets for women as for men. The city's council passed the measure unanimously last May and Mayor Bloomberg signed it in June 2005.⁸¹
- 4.74 We believe Londoners would support a similar position here and recommend that the Mayor should require a 2:1 female-to-male ratio for toilets in new

⁸¹ The Women's Restroom Equity Bill. A Local Law to amend the administrative code of the city of New York, in relation to equal access to bathroom facilities.
<http://webdocs.nycouncil.info/textfiles/Int%200621-2003.htm?CFID=230494&CFTOKEN=66264621>

developments over which he has control – and should encourage local authorities to do the same.

Recommendation 9

We recommend that local authorities and the Mayor require twice as many women’s toilets as men’s in all new developments, or major refurbishment schemes, that they have control or influence over.

Disability and families

- 4.75 The Disability Discrimination Act 1995 was passed to end the discrimination that many disabled people face in employment and the provision of services. It now places a duty on public bodies to promote disability equality in all aspects of their work and services they provide.
- 4.76 Unfortunately, as we have seen, the Act has in some cases been cited as a reason to reduce provision of public toilets on the grounds of cost – an outcome that flies in the face of the spirit of the legislation.
- 4.77 Similarly, if families with children cannot use, or find suitable public toilet provision this too restricts large sections of London’s community in terms of where they go and what they can do with their lives.
- 4.78 We urge all providers to re-examine the suitability of their toilet provision for all sections of the community and make London truly accessible for everyone in terms of this most basic of public services.

London 2012

- 4.79 This city will welcome the world to the London Olympic and Paralympic Games in 2012. If London is to “do better than Barcelona and Sydney” and attract 500,000 extra visitors inevitably there will be a need to provide improved toilet facilities among other amenities.
- 4.80 It has been promised that London 2012 will provide a lasting legacy for future generations - in health, homes and jobs and, of course, sport. As part of this legacy we would wish to see those new toilet facilities retained especially in the main Olympic village, other Olympic venues, the town centres and transport infrastructure.

5 Conclusions

- 5.1 We undertook this investigation because we were told that there is a real concern about both the quantity and quality of public toilet provision and the associated problems this causes for Londoners and visitors to the city.
- 5.2 We found that these concerns are very real and reflect a steep and continuing trend of declining publicly accessible toilet provision in London - which has experienced the highest losses in the country in recent years.
- 5.3 It has reached a point where there is now only one local authority public convenience for every 18,000 Londoners.
- 5.4 We saw that it is not just that London's toilets are too scarce and that too many of those that exist are of poor standard. Many Londoners, whether elderly, disabled, or families with young children, simply cannot use even what is available.
- 5.5 The time has come to address this issue seriously, as a matter of public health as well as a measure of London's claim to be a true world city particularly, as we heard, a city can be judged by the standard of its sanitation and that a nation is judged by its toilets. Worldwide London is seen as a dirty metropolis in comparison with other cities which rival it.
- 5.6 This is a big issue and one that has the ability to improve or adversely affect people's quality of life. Our investigation has convinced us that it is time to halt the closure of public toilets and begin to increase the provision of publicly accessible facilities in line with people's needs.
- 5.7 We have suggested a number of improvements which can help this process
- 5.8 We believe that the provision of this most basic service should be a statutory duty for local authorities and they should ensure there is a range of facilities which reflect the different needs of different areas – according to their day and night time populations in terms of residents, workers and visitors.
- 5.9 This does not mean local authorities have to be the only providers, indeed we see a role for a variety of providers and types of publicly accessible toilets in providing additional facilities.
- 5.10 Until there is statutory force to ensure improved provision we urge the Mayor, local authorities, transport operators, other public bodies and commercial interests to make the best use of what is available by opening up facilities wherever the public could reasonably gain access to them.
- 5.11 By providing better information about what is there already it will enable people to know what is available so they can take full advantage of using their own city.
- 5.12 This is not just an issue of inconvenience, it is about dignity and quality of life and we believe if more politicians appreciated this, and the strength of opinion there is out there, improved provision would follow.

Appendices

- A. Visits and meetings**
- B. Evidence received**
- C. Public health act 1936**
- D. Orders and translations**
- E. Principles of scrutiny**

Appendix A: Visits and meetings

Rapporteur site visit to Richmond. 2 December 2005

Members met local councillors and officers to discuss the implementation of the borough's Community Toilet Scheme and its impact on public toilet provision in Richmond. The visit also included discussions with three Community Toilet Scheme members and a tour of facilities.

Public meeting at City Hall. 16 January 2006

Around 150 members of the public attended a meeting to hear speakers and voiced their opinions about the scale of the problem and possible solutions, which were recorded through special electronic voting.

Speakers

- Professor Julienne Hanson, University College London, Bartlett School;
- Stan Davidson, Greater London Forum for Older People/Lambeth PCT;
- Ros Stanwell Smith, London Tourist Guides and public health doctor;
- Martin Eson, Deputy Director of Environment, London Borough of Richmond;
- Simon Payne, Director of Environment & Planning, Cambridge City Council;
- Ciaron Graham, St Charles RC Sixth Form College.

Members of the public voted on the following questions:

- ? Would you say that you have any sort of disability that makes it difficult for you to use some or most public toilets? – 30 per cent of the audience said they did.
- ? How easy is it to find a public toilet in London? – 73 per cent said it is very difficult to find a public toilet.
- ? When you are out and about, which of the following do you most use when you do need to go to a toilet? – 65 per cent use toilets in shopping centres or cafes, restaurants and pubs.
- ? Have you ever decided not to go somewhere because of the lack of toilets? – 58 per cent said that they had decided not to go somewhere because of the lack of public toilets.
- ? Which of the following concerns you most about public toilets? (Options were hygiene and cleanliness; personal safety; accessibility; graffiti and vandalism; something else or nothing concerns you) – hygiene and cleanliness were the main concerns.
- ? Which of the following statements most closely matches your views on charging for the use of toilets? – 70% believe they should be free to use.
- ? If there is a charge, how much do you think it would be reasonable to charge to use a good-quality public toilet? – The majority believe that there should be no charge or, if a charge is levied, it should be a nominal one of, perhaps, up to 20 pence.

- ? Would you be willing to pay more tax to improve public toilets? - 71 per cent of people are not prepared to pay more taxes (local or national) to improve public toilets.
- ? Which of the following statements most closely matches your views on who should provide toilets for the public? – The majority believe that more toilets should be made available for the public to use regardless of who provides them.
- ? Do you believe cafés and restaurants should open their toilets to the public, regardless of whether they are customers? – 73 per cent think that they should.
- ? How do you believe London toilets compare to other world cities? - Over half believe that they are worse.

Focus group workshops in City Hall. 19 January 2006

A group of 30 Londoners from the investigation's target groups - older people, those who are disabled or with mobility problems and parents of young children - attended a two-hour workshop to discuss the following issues:

- What types of toilets do people use?
- What do people think about the different types of provision?
- What are the most important things people look for in public toilet provision?
- What difference does it make when there isn't enough toilet provision?
- What would an ideal solution be?
- Testing possible solutions.

Meeting with the British Toilet Association. City Hall, 26 January 2006

Richard Chisnell, Director, British Toilet Association

John Drewett, British Toilet Association

Paul Reid, Client Manager, Westminster City Council

Appendix B: Written evidence received

- Age Concern
- Age Concern Islington
- Sheila Anderson
- Ruth Appleton
- Kathleen Aubeelack
- Peter Babler
- C Barker
- Barking & Dagenham Access Group
- Brenda Barrett
- John Beasley
- Bexley Pensioners Forum
- Dr Angela Bhan
- Edmund Bishop
- Black Disabled People's Association
- Peter Bloxham
- John Bourne
- British Toilet Association
- Bromley Primary Care Trust
- Broomfield House Owners and Residents' Associations
- Marian Burley
- Diane Burstein
- Camden Pensioners Action Group
- Robert Carter
- Dilwyn Chambers
- Deborah Charles
- Charlie Cherrill
- Brian Clark
- Pauline Clarke
- Coin Street Community Builders
- Sarah Colclough
- Dorothy Collins
- Computer Cab Plc
- Confederation of Passenger Transport UK
- Hannah Conning
- Kathleen Connolly
- P Connolly
- Coulsdon West Residents Association
- Marc Cranfield-Adams
- Croydon OPen
- Nigel Crump
- Sheonaith Cumming
- Beryl Curtis
- Wendy Davis
- Stan Davison
- Beverley Dawkins
- G R W Day
- Disability in Camden
- Disability Network, Hounslow
- Sally Dixon
- Ealing Borough Senior Citizens Action Group
- Sarah Edington
- J Elliffe
- Sally Empson
- Enfield Borough Over 50's Forum
- Frank Fadden
- Judith Filkin
- Ruth Foxman
- Friends of Lloyd Park
- FSB London Policy Unit
- Gemma Gallagher
- N R Gansell
- Eve Grace
- Professor Clara Greed
- Marion Gattleson
- Greenwich Association of Disabled People
- June Guinness
- A Gulka
- Irene Gunston
- A Hare
- David Hart
- Haringey Council
- Haringey Federation of Residents Associations
- Eileen Hatchett
- Heritage of London Trust
- A Heywood
- Highgate Society
- Cllr Peter Hillman
- Denver Humphrey
- Joanna Hoad
- Leslie Holden
- John Howes
- Inconvenience Committee of Blue Badge Tourist Guides
- Simon Inglis
- Islington Council
- T Jeevaratnam
- Elcena Jeffers
- Bill Jones
- Kensington & Chelsea PCT
- Kensington Police station
- Kath Kenyon
- Adele Keys
- Raheem Khan
- Mahmood Khawaja

- Corocyn Koopman
- Lewisham Council
- Shupao Lim
- Margot Lindsay
- Ken Little
- Paul Lloyd
- London Blue Badge Guides
- London Centre for Dementia Care
- London Older People's Advisory Group
- London Wetland Centre
- Angie Mahtani
- Hannah Maier
- Simon Malavan
- Ann Mark
- Judy Marshall
- MENCAP
- Monty Meth
- Metropolitan Police
- Lionel Miller
- Doreen Mills
- Daya Mohindra
- R Morris
- Richard Morse
- Ian Murray
- Mariastella Nash
- National AIDS Trust
- Poul Neilsen
- Tony Newton
- Old Coulsdon Centre for the Retired
- Hilary Oliver
- Des O'Reilly
- Malcolm Paice
- M Parker
- Paula Pearce
- Peckham Society News
- Pensioners' Voice
- Shao Pao
- Bob Pilbeam
- Clive Powell
- Joan Powell
- Rupert Price
- R J Price
- Judy Pulley
- Redbridge People
- W. L Reeve-Jones
- Simon Rodway
- P J Rogers
- David Rothberg
- Tom Scanlon
- A L Scarr
- Elspeth Scott
- Peter Scott-Presland
- Michael Shamash
- Janet Shapiro
- R G Shields
- S R Siret
- Tony Smith
- J Soloman
- Southwark Council
- Southwark Pensioners Forum
- Adrian Stannard
- Dr Ros Stanwell-Smith
- Kilburn Older Peoples Exchange
- Helen Steel
- Colin Street
- Sutton Seniors Forum
- Sydenham Society
- David Tace
- Mike Tainish
- Kate Tansley
- Jean Taylor
- Julie Timbrell
- Transport & General Workers Union
- Transport For All
- Transport for London
- Town Amenities
- Patricia Trembath
- Jill (via e-mail)
- Marion (via e-mail)
- Rich (via e-mail)
- Desio (via e-mail)
- Raheem (via e-mail)
- Morris (via e-mail)
- Morse (via e-mail)
- Marion Walsh
- Wandsworth Care Alliance
- Watford Friendship Centre
- A Weir
- Douglas Westcott
- Women's Design Service
- WinVisible
- Mel Wright (KOVE)

Appendix C: Public Health Act 1936, section 87 – provision of public conveniences

1. A local authority may provide public sanitary conveniences in proper and convenient situations:

Provided that they shall not without the consent of the county council, which may be given upon such terms as the council think fit, provide such conveniences in or under any highway, or on or under any land forming the site of a proposed new highway, if that highway or new highway is, or is intended to be, a highway with respect to which the county council are, or will be, the highway authority.
2. A county council may themselves provide public sanitary conveniences in any situation in which such conveniences could not be provided by a local authority except with the consent of the county council.
3. A county council or local authority who provide any public sanitary conveniences, may -
 - a) Make byelaws as to the conduct of persons using or entering them;
 - b) Let them for such term, at such rent, and subject to such conditions as they think fit;
 - c) Charge such fees for the use of any such conveniences, **other than urinals**, as they think fit.
4. In this section the expression “sanitary conveniences” includes lavatories.

Appendix D: Orders and translations

How to order

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Mital Shamji, Administration Officer

020 7983 4791

mital.shamji@london.gov.uk

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Appendix E: Principles of scrutiny

The powers of the London Assembly include power to investigate and report on decisions and actions of the Mayor, or on matters relating to the principal purposes of the Greater London Authority, and on any other matters that the Assembly considers to be of importance to Londoners. In the conduct of scrutiny and investigation the Assembly abides by a number of principles.

Scrutinies:

- Aim to recommend action to achieve improvements;
- Are conducted with objectivity and independence;
- Examine all aspects of the Mayor's strategies;
- Consult widely, having regard to issues of timeliness and cost;
- Are conducted in a constructive and positive manner; and
- Are conducted with an awareness of the need to spend taxpayers money wisely and well.

More information about scrutiny work of the London Assembly, including published reports, details of committee meetings and contact information, can be found on the London Assembly web page at www.london.gov.uk/assembly

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