



**Thriving Council Committee**

**Date 25<sup>th</sup> June 2026**

**Subject:** Refurbishment of Public Toilet Facilities - Caistor, Market Rasen and Gainsborough

**Report by:**

Director of Corporate Services (S151 Officer)

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### **Executive Summary:**

West Lindsey District Council's three public toilet facilities in Caistor, Market Rasen and Gainsborough require significant refurbishment due to ageing infrastructure, declining accessibility standards, and increasing maintenance issues. These facilities play an important role in supporting town centre use, public health and overall user experience.

Three options are assessed:

- **Option 1 – Full Refurbishment (Recommended):** Provides a 15–20-year asset life extension, ensures compliance with modern accessibility and safety standards, reduces maintenance costs, improves energy efficiency, and delivers a consistent, high-quality user experience across all sites.
- **Option 2 – Essential Maintenance Only:** Lower short-term cost but offers only minor improvements, limited life extension (3–5 years) and does not address accessibility, user experience or long-term maintenance risks.
- **Option 3 – Do Nothing:** Leads to continued deterioration, higher risk of failures, non-compliance, reputational damage and increased long-term costs.

**Option 1** delivers the best long-term value, environmental benefits, and alignment with the Council's Strategic Asset Management Plan. Approval is requested for the drawdown of **£190k** to proceed with full refurbishment works in 2026/27.

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## Appendices to Report

- Appendix 1 Specification for Refurbishment of Roseway Public Toilet
- Appendix 2 Specification for Refurbishment of John Street Public Toilet
- Appendix 3 Specification for Refurbishment of Caistor Public Toilet

### RECOMMENDATION(S):

That Thriving Council Committee approve-

- 1. One** of the following two capital scheme expenditure and financing options;
  - a. the draw down of £190k (**option 1**) from the Maintenance of Facilities Reserve to fully refurbish all 3 public conveniences across the district. (This is the recommended option)
  - b. the draw down of £65k (**option 2**) from the Maintenance of Facilities Reserve to carry out essential maintenance and light decoration only
- 2.** An amendment to the capital programme for 2026/27 to create a new capital scheme for 'Refurbishment of Public Toilet Facilities' with a total scheme cost of either £190k or £65k depending on the option chosen in recommendation 1.
- 3.** That the council actively engages with the 3 town councils to explore the appetite for transfer of the assets post the improvement works in line with the council's new community asset transfer and in light of pending Local Government Reorganisation

## **Purpose of report**

To seek approval for capital funding to undertake refurbishment works across all three of West Lindsey District Council's public toilet sites—North Street (Caistor), John Street (Market Rasen) and Roseway (Gainsborough) as identified within the Council's Strategic Asset Management Plan (SAMP).

Originally identified in V3 (June 2021) of the SAMP with a delivery year of 2025/26 the works were slipped into 26/27 last year due to the significant costs attributed to these works requiring the appropriate approvals to proceed and needing to be sought.

## **1 Introduction**

- 1.1** West Lindsey District Council owns and operates 3 public conveniences across our district in the 3 respective main towns of Gainsborough, Caistor and Market Rasen.
- 1.2** Public conveniences are a fundamental component of a well-functioning town centre, contributing directly to accessibility, economic vitality, and overall public satisfaction. Their presence when well located, well maintained, and well managed supports the needs of residents, visitors, businesses, and the broader community across the district.
- 1.3** Maintaining a good standard of cleanliness, lighting, accessibility, and safety is central to how these facilities are perceived. Well-kept conveniences signal pride, reinforce public confidence, and help build a positive reputation for the town. Conversely, neglected or outdated facilities can quickly shape negative impressions and reduce the overall experience of visiting the area.
- 1.4** In addition, high-quality public conveniences support broader public health objectives. By providing safe places to wash hands, access clean water, and manage personal hygiene needs, they help reduce the spread of illness, improve comfort for vulnerable groups, and uphold essential standards expected in modern town centres.
- 1.5** Over the years our public toilets have had varying levels of intervention to keep them as well maintained, safe and clean as possible. However, this mixture of planned and reactive maintenance work only goes so far in providing an overall good user experience.
- 1.6** Our public toilets attract a high number of visitors per annum. Meaning they get a lot of heavy use and subsequently receive a lot of wear and tear.

## **2 Background**

- 2.1** As part of the councils Strategic Asset Management Plan (presented in 2022)

- 2.2** As part of the Councils overall approach to asset management our properties and lands are classified by order of their functional corporate importance. Our Public WC Facilities are identified as operational assets with a property rating (as defined in our Maintenance Policy) of S2 – Core Service – Asset to be in good condition operationally and aesthetically.
- 2.3** Public toilet refurbishment needs were highlighted over 5 years ago through the SAMP process and subsequently programmed in for delivery in 2026/27, following identification of all three facilities showing signs of:
- Age-related deterioration
  - Non-compliance with modern accessibility expectations
  - Increasing maintenance liability
  - Declining public satisfaction and reduced perception of cleanliness and safety
- 2.4** Recent surveys and reactive maintenance logs show increased failures of flooring, plumbing, fittings and outdated ventilation systems across all sites. The specifications included in appendix 1 detail essential maintenance and recommended enhancements required to bring each facility up to a modern, robust and safe standard.
- 2.5** These works ensure facilities remain safe, clean, compliant, and aligned with the Council’s ambition to provide well managed, high quality public spaces.

### **3 Summary Of Works**

- 3.1** As aforementioned mentioned specifications for all 3 sites have been built up and appended to this report however as a summary for the scope of works are also included here
- 3.2** Gainsborough - The planned works for the Roseway Toilets involves a full refurbishment of the facility, starting with complete flooring replacement including the installation of new floor drains to improve drainage performance. Internal spaces will undergo full redecoration, tile replacement and installation of new IPS panelling systems. Both external and internal doors will be replaced to improve security and durability. Sanitaryware and plumbing systems are to be renewed throughout, complemented by the installation of new Vent Axia commercial extraction units to enhance ventilation. The refurbishment will also introduce new basins, upgraded hand dryers, LED lighting improvements. Enhancements to accessibility provision form a key part of the project, ensuring the facility meets modern standards and user needs this includes the replacement and installation of a new baby changing facility.
- 3.3** Market Rasen - The refurbishment of the John Street Public Toilets involves a full renewal of the internal finishes and mechanical systems. The project includes complete replacement of flooring, new IPS

panelling, and repairs to existing tiling alongside full repainting. Both internal and external doors will be replaced, and all sanitary ware, urinals, and plumbing infrastructure will be renewed to improve reliability and hygiene. The installation of new anti-vandal handwash units and toilet pans will modernise the washing facilities, while updated baby change and disabled toilet provisions will enhance accessibility. The scheme also incorporates an LED lighting upgrade and the introduction of new accessories and handrails to support user comfort and compliance with accessibility standards

- 3.4** Caistor - The refurbishment of the Caistor Public Toilets comprises of a comprehensive upgrade of the facility, including the full replacement of flooring, wall and ceiling finishes. The specification includes installation of new Polyflor Polysafe flooring, complete internal redecoration, and new plasterboard ceilings. All external and internal doors are to be replaced, and significant improvements will be made to the plumbing system, with new sanitary fixtures including anti-vandal toilet pans and updated basins, Ventilation will be enhanced through the installation of replacement extractor fans, while LED lighting will be reinstated throughout. Accessibility is a key focus, with the inclusion of a Doc M pack, handrails and other supportive features. Additional upgrades include new tubular heaters, mirrors, dispensers and a full suite of accessories to improve both functionality and user experience.

## 4 Options Appraisal

### 4.1 Option 1 – Full Refurbishment (Recommended)

Benefits	Risk
Extends asset life by 15-20 years	Highest initial capital outlay
Dramatically improves user experience, public perception and satisfaction	Temporary closure of facilities during works
Ensures compliance with DDA and modern safety standards	
Reduces ongoing reactive maintenance costs	
Supports town centre regeneration objectives	
Provides consistent quality across the district	
Improves energy efficiency (LED lighting, modern equipment)	

### 4.2 Option 2 – Essential maintenance only

Benefits	Risk
Lower immediate capital cost	Does not modernise facilities
Still achieves the aim of providing safe facilities	No improvement to accessibility
Addresses urgent issues such as flooring and drainage	High future maintenance cost
	Only extends life 3–5 years
	Poor user experience maintained
	Negative public perception remains

	Inconsistent standards across sites
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### 4.3 Option 3 – Do nothing

Benefits	Risk
No immediate capital expenditure	Continued deterioration
	High risk of emergency failures
	Risk of non-compliance with accessibility expectations
	Negative impact on service perception
	Potential closure due to condition and likely unplanned closures for maintenance
	Significantly increased future financial burden inc Increased unbudgeted maintenance burden
	Inconsistent standards across sites

**4.4** Comprehensive technical specifications for each site to undertake recommendation 1 works have been prepared and reviewed. These documents outline a combination of essential maintenance and enhancement works, including flooring replacement, plumbing renewal, sanitary ware replacement, ventilation upgrades, improved accessibility, and enhanced durability and vandal resistance features.

## 5 Additional considerations

### 5.1 Community asset transfer

**5.2** Following the completion of Option 1, which delivers a full refurbishment of the three public toilet sites, it is recommended that the Council should proactively engage with all three respective town councils to explore and progress opportunities for Community Asset Transfer. This will involve working collaboratively to assess each town council's appetite and capacity to take on ownership or long-term management of these facilities, in line with the Council's Community Asset Transfer policy. Engagement will include early discussions around governance, ongoing maintenance responsibilities, financial sustainability, and support arrangements, with the aim of enabling a smooth and viable transfer where appropriate.

### 5.3 Introduction of charges

**5.4** As part of the considerations for this project's implementation, Members thoughts are also invited on the potential of charging for the use of facilities. Clearly, this would be a matter for a town council if the toilets were transferred to them. However, if not, as part of the considerations for this project's implementation, it is beneficial to consider possible introduction of charging for the use of public toilet facilities. This includes assessing the potential financial benefits of

generating income to support ongoing maintenance, cleaning, security, and long-term sustainability of the facilities, balanced against the wider social and accessibility implications.

- 5.5** The introduction of charging may contribute to improved standards of cleanliness, reduced vandalism, and a more sustainable operating model; however, it is important to consider the potential impact on accessibility for vulnerable groups, including low-income users, families, older people, and those with medical conditions who may require frequent access. Consideration should also be given to alignment with best practice and comparable local authorities.

## **6 Conclusion and Recommendations**

- 6.1** The condition of the district's public toilet facilities requires investment. The attached specifications clearly demonstrate the scale of deterioration and the scope of work necessary to bring the assets up to modern, safe and high-quality standards.
- 6.2** **Option 1** – Full Refurbishment is the only option that ensures asset longevity, compliance, reduced operational risk, and improved public perception. Approval is therefore requested to progress the project to procurement and delivery.
- 6.3** This option provides the best long-term value, ensures high quality, safe and accessible facilities, and supports the council's strategic aspirations for well-maintained public assets.
- 6.4** Members are asked to approve **Option 1**,: Full Refurbishment of all three public toilet sites, enabling works to progress to procurement and delivery within the 2026/27 financial year and that the council explores the potential for community asset transfer with the town councils.

## ASSOCIATED IMPLICATIONS

### **Legal:**

Works will ensure improved compliance with the Equality Act 2010, specifically around accessible WC provision.

Health and Safety compliance will improve through upgraded ventilation, lighting, fittings and finishes.

Not implementing option 2 as a minimum present's health and safety risks from slips, trips and falls.

### **Financial: FIN/6/27/TC/BK**

The two options presented within this report for consideration are:

Option 1: full refurbishment - £190k

Option 2: essential maintenance only - £65k

Funding for the proposed project is requested from the Maintenance of Facilities Reserve, which currently holds a forecast uncommitted balance of £287k as of 31<sup>st</sup> March 2027. Use of the reserve (greater than £50k) requires approval by Thriving Council Committee.

An amendment to the capital programme for 2026/27 will also require Thriving Council Committee approval to create a new capital scheme for 'Refurbishment of Public Toilet Facilities'.

### **Staffing:**

The works proposed as part of the decision do not pose any staffing or Human Resources implications.

### **LGR implications:**

This decision does not directly impact any LGR decisions.

### **Equality and Diversity including Human Rights:**

Some of the scope of works include improvements to the building's accessibility improving Equality for the facilities users.

### **Data Protection Implications:**

There are no data protection implications.

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### **Climate Related Risks and Opportunities:**

The project introduces energy-efficient LED lighting, modern extraction systems, more efficient sanitary fixtures and the potential to install sun tunnels lessening the reliance on electric lighting. Durable materials such as steel doors and robust IPS panelling reduce future replacement and waste.

This assessment covers the three options presented in the report: Option 1 (Full Refurbishment – Recommended), Option 2 (Essential Maintenance Only), and Option 3 (Do Nothing).

Scores in this form reflect Option 1. Comparisons with Options 2 and 3 are noted within each category.

#### **BIGGEST BENEFITS (Option 1):**

The most significant positive environmental impact of the full refurbishment is operational energy reduction through LED lighting across all three sites and the installation of energy-efficient ventilation units (Vent Axia at Gainsborough, upgraded extractors at Caistor and Market Rasen). LED lighting typically delivers 60–70% energy savings compared to older fittings. These benefits are long-term, extending well beyond 2030, and are directly measurable through utility bills. Improved drainage at Gainsborough also provides a climate adaptation benefit.

#### **BIGGEST COSTS (Option 1):**

The main negative impact is construction waste generated by stripping out existing flooring, tiles, sanitaryware, and fittings across three sites simultaneously. Embodied carbon from new materials procurement (Polyflor flooring, IPS panelling, sanitaryware) also represents a short-term negative. These are one-off impacts associated with the construction phase.

#### **OPTION COMPARISON:**

Option 2 reduces construction impacts but foregoes all energy savings and climate adaptation benefits. Option 3 avoids all construction impacts but leads to accelerating operational inefficiency and risk of emergency interventions with potentially worse environmental outcomes.

#### **MITIGATION MEASURES RECOMMENDED:**

1. Include a Site Waste Management Plan (SWMP) requirement in tender documents for all 3 sites.
2. Specify minimum recycled content and environmental certification for key materials (flooring, panels) in procurement.
3. Specify single-use plastic minimisation for accessories and dispensers.
4. Consider solar PV on roof structures in future iterations.
5. Consider water-efficient fittings (sensor taps, low-flush cisterns) to add a water reduction benefit.
6. Add energy/water efficiency messaging at refurbished facilities.

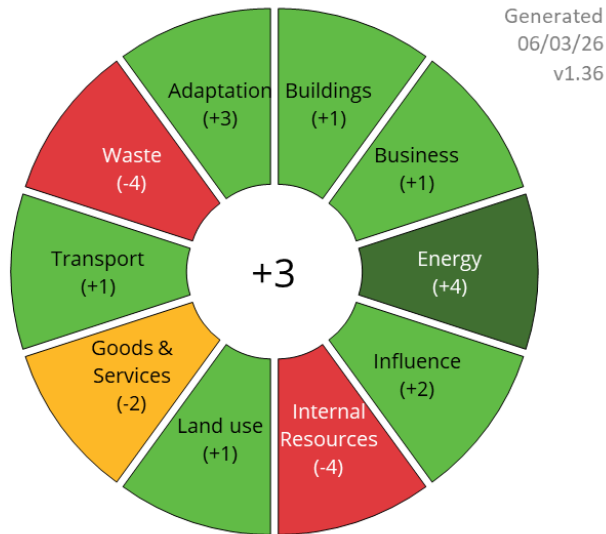
#### **MONITORING:**

Energy savings can be monitored through utility bills (electricity) at each site pre- and post-works. This is feasible and recommended as a baseline for future reporting.

#### **LONG-TERM CONSEQUENCES:**

LED lighting and ventilation improvements will have positive environmental consequences extending well beyond 2030. This should be noted when presenting the report to elected members.

## Climate Related Risks and Opportunities Continued:



West Lindsey District Council will be net zero by 2050 (23 years and 9 months away).

## Section 17 Crime and Disorder Considerations:

Our public toilet facilities are subject to quite significant amounts of vandalism and antisocial behaviour. The proposed upgrade works include the introduction of antivandal sanitaryware such as anti-vandal pans which gives us a 25 year years+ product life through their all-in-one design.

## Health Implications:

The works proposed as part of the decision do not pose any health implications however non implantation for a scheme does pose health risks to the public and users of our facilities such as slips trips and falls.

## Risk Assessment:

- Operational Risk: Medium – Facilities will need temporary closure during works.
- Financial Risk: Low/Medium – full refurbishment mitigates long term costs.
- Reputational Risk: High if Option 2 or 3 chosen due to visible deterioration.
- Compliance Risk: High under Option 2 or 3 due to future accessibility and safety requirements.

Risk	Likelihood	Impact	Mitigation
Continued deterioration of assets if Option 2 or 3 chosen	High	High	Approve full refurbishment
Non-compliance with accessibility standards	Medium	High	Install Doc M packs, handrails, Radar locks
Future unplanned closures	High	High	Full refurbishment reduces reactive failures
Budget pressures due to rising maintenance costs	High	Medium	Refurbishment reduces long-term maintenance burden

<b>Title and Location of any Background Papers used in the preparation of this report:</b>
None

**Call in and Urgency:**

**Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?**

*i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)*

**Yes**

**No**

**Key Decision:**

*A matter which affects two or more wards, or has significant financial implications*

**Yes**

**No**