



**Corporate Policy and
Resources**

**Thursday, 25th September
2025**

Subject: Changing Places

Report by:	Director of Planning, Regeneration & Communities
Contact Officer:	Amy Potts Programme Manager Amy.Potts@west-lindsey.gov.uk
Purpose / Summary:	Following CP&R on the 12 th June 2025, at which a £100k budget was allocated to develop a Changing Places provision within the district, this paper outlines a series of options and officer recommendations to enable Members to agree which option to take forwards.

RECOMMENDATION(S):

CP&R Committee to:

1. Note the background work and engagement completed to date.
2. Approve the upgrade of the existing Council run WC provision at Roseway Car Park, Gainsborough to include a Changing Places Toilet in the form of a Modular Unit.
3. Approve the capital expenditure of the allocated budget of £100,000 in General Fund Balances for the purpose of delivering a Changing Places Toilet at Roseway Car Park, Gainsborough, and add into the Capital Programme for 2025/2026.
4. Approve the ongoing revenue budget pressure of £10,000 pa from 2026/2027 for facility repairs and maintenance.
5. Task officers to continue engagement and investigations into district wide options for Changing Places Facilities.

IMPLICATIONS

Legal: N/A

(N.B.) Where there are legal implications the report MUST be seen by the MO

Financial : FINREF FIN/83/26/CPR/CC

On the 12th June 2025 Corporate Policy and Resources Committee approved the allocation of £100k from the net budget underspend at year end 2024/2025 to General Fund Balances to consider options to a 'changing places' facility within West Lindsey.

Members are requested to approve the expenditure of the allocated budget of £100k for the purpose of delivering a Changing Places Toilet at Roseway Car Park, Gainsborough, and to add the project into the Capital Programme for 2025/2026.

Members are also requested to approve the ongoing revenue budget pressure of £10k pa from 2026/2027 for facility repairs and maintenance. Any additional costs incurred during 2025/2026 to be met from within existing budget provision.

(N.B.) All committee reports MUST have a Fin Ref

Staffing :

This project will be delivered by existing staff resources (For MT purposes this would be the recently advertised Corporate Projects Officer role).

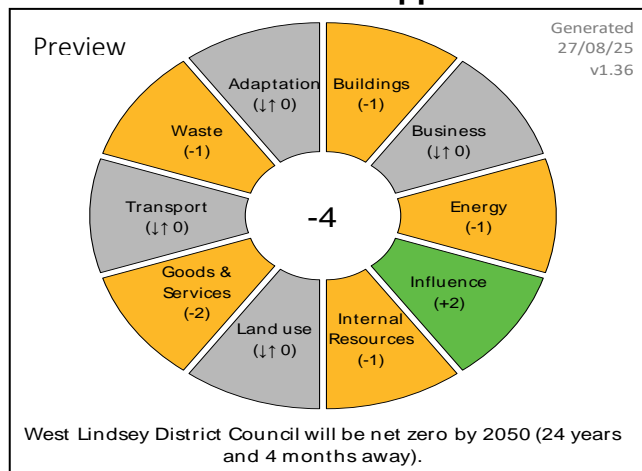
(N.B.) Where there are staffing implications the report MUST have a HR Ref

Equality and Diversity including Human Rights :

Full EIA carried out, only recommended action was to continue engagement with the local Changing Places groups as the project progresses. The project lead has involved the lead member of the CP group throughout the process. Full EIA available in appendix.

Data Protection Implications : N/A

Climate Related Risks and Opportunities :



The primary environmental costs centre on increased energy consumption and material use. The modular unit requires manufacturing resources, and ongoing operation will increase the council's energy footprint. The facility will also generate operational waste and require periodic replacement of equipment over its anticipated 30-year minimum lifespan.

The environmental benefits are more indirect but significant from a sustainability perspective. By making Gainsborough and West Lindsey more accessible and inclusive, the facility supports sustainable community development principles. It demonstrates that environmental sustainability must work alongside social sustainability rather than replacing it.

Recommendations for Future Iterations:

When planning additional Changing Places facilities across the district, consider incorporating renewable energy sources like solar panels on the modular units. Specify low-energy LED lighting and efficient heating systems. Explore options for sustainable materials in construction and ensure waste management systems are optimised for recycling.

Climate-Optimised Approach:

The most climate-friendly approach would involve designing the facility as a net-zero energy building through solar panels, highly efficient systems, and perhaps battery storage. Use sustainable building materials where possible, and design waste systems to minimise environmental impact. However, these additions would likely exceed the current £100,000 budget.

Monitoring Methods:

Property Services will track energy consumption through utility bills once operational – as is usual practice – and report through the established annual GHG emissions report. Monitor waste generation through cleaning contracts. Document any increase in visitor numbers to assess whether the facility encourages sustainable tourism. These metrics are readily available through existing council systems.

Key Constraints:

The primary constraint is the limited budget, which restricts options for incorporating more sustainable technologies. The specialised requirements for Changing Places facilities also limit design flexibility. However, the overarching constraint is balancing environmental considerations with the essential social need this facility addresses.

Long-term Implications:

This decision will have consequences extending well beyond 2030, as the facility is expected to operate for at least 12 years. The ongoing energy consumption and maintenance requirements represent a permanent addition to the council's environmental footprint, though a relatively minor one.

Conclusion:

While this project shows minor negative environmental impacts, these must be weighed against substantial social benefits that fall outside the CESIA scope. The environmental costs are relatively small and manageable, while the facility supports the council's broader sustainability goals of creating inclusive, resilient communities. The project demonstrates that environmental sustainability and social sustainability can work together, even when there are trade-offs to navigate.

The assessment suggests proceeding with the project while incorporating energy-efficient systems where possible within the budget constraints, and using lessons learned to optimise future Changing Places facilities for both environmental and social outcomes.

Section 17 Crime and Disorder Considerations : N/A

Health Implications: N/A

Title and Location of any Background Papers used in the preparation of this report:

[Minutes Template](#)

CP&R 12th June 2025 Minutes

Risk Assessment :

Risk	Likelihood	Impact	Rating	Mitigation
Risk 01. Potential vandalism risk	2. Possible	3. Major	Amber	CCTV monitoring and consideration of access options i.e.. Code, radar key etc.

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

X

Key Decision:

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

Yes

☐

No

☒

Executive Summary

What is a Changing Places Toilet?

In the UK, thousands of people with profound and multiple disabilities cannot use standard accessible toilets.

People may be limited in their own mobility so need equipment to help them or may need support from one or two carers to either get on the toilet or to have their continence pad changed.

Standard accessible toilets do not provide changing benches or hoists and most are too small to accommodate more than one person. Using these facilities can pose a risk to the person with disabilities, sometimes having to use the floor of these accessible spaces for changing purposes. This is dangerous, unhygienic, and undignified.

Changing Places Toilets are different from, and needed in addition to, standard accessible toilets because they meet the needs of different people. Over 300,000 people in the UK require use of Changing Places facilities to enable them to get out and about and enjoy the day-to-day activities which many of us take for granted.

A Changing Places Toilet provides:

- An adult sized, height-adjustable changing bench
- A hoist (mobile or ceiling track)
- A peninsular toilet and washbasin
- A privacy screen
- At least 12m² space for disabled person and up to two carers/companions
- wide paper roll
- large waste disposal bin
- washbasin, preferably height adjustable
- Back rest on toilet seat

The Gainsborough Changing Places Campaign highlights the importance of Changing Places Toilets (CPTs) and how they are essential in addition to standard accessible toilets. In 2007 there were just 30 registered UK Changing Place Toilets (CPTs) – as of 2025 there are over 2400 registered Changing Places toilets. The campaign group has been championing the delivery of a CPT in Gainsborough for some time.

The Corporate Plan, policies and strategic objectives for West Lindsey state that 'our vision is to make West Lindsey a better place to live, work, invest and visit. Understanding that communities in the district have diverse needs is fundamental to our capacity to deliver services to suit everybody and we are committed to equality, diversity and inclusion in both employment practice and service delivery..'

The Corporate Plan vision for West Lindsey is that **“West Lindsey is a great place to be where people, businesses and communities can thrive and reach their full potential..”**

Corporate Plan Extract:

Relevant Theme	Strategic Aim	How does the project align?
Our People	To reduce health inequalities, promote healthy lifestyles and improve wellbeing across the district	Provision of a Changing Places facility, improving accessibility for local people and visitors

1 Introduction

- 1.1 On the 12th June 2025, West Lindsey District Councils' Corporate Policy and Resources Committee met and agreed to allocate a £100k budget from the net budget underspend at year end 2024/2025 to General Fund Balances for the delivery of a Changing Places facility.
- 1.2 It was recognised by Members that this had been discussed and raised previously, however it was considered by the Visiting Member to be a key part of the tourism economy to be able to provide facilities for all, and that it would extend the scope of attracting visitors to the area and delivery of a facility would be in line with the Councils current strategies.
- 1.3 Members of the Committee welcomed the input from the Visiting Member and supported the introduction of accessible facilities, such as 'Changing Places' and shop mobility schemes. It was highlighted there had been a review previously undertaken which had considered options for such a facility as was being suggested.
- 1.4 A Member of the Committee stated his support and proposed that an amendment to the recommendation contained within the report, that: an amount of money to be held in reserve for installing a 'changing places' facility in Gainsborough.
- 1.5 A Member of the Committee, in seeking further clarity regarding the amendment requested whether the options were to be district wide or Gainsborough focussed, with concerns raised as to whether it was prudent to specify only one area of the district. There was a second proposal made that: an amount of money be held in reserve, subject to a district wide options paper being presented to the Committee, for the installation of a 'changing places' facility.
- 1.6 The Democratic Services Officer clarified for the Committee that there were two amendments on the table, summarising the first being to look at options for a facility in Gainsborough, the second being to look at options for a facility in West Lindsey. It was RESOLVED that recommendation (b) be amended to include the following, noting this would also amend the amount of funds for the Business Rates Volatility Reserve: Up to £0.1m to a reserve to consider options for a 'changing places' facility within West Lindsey, with Officers requested to present a report to a future meeting of the Corporate Policy & Resources Committee detailing updated quotations, requirements and technical specifications, and how to undertake engagement and consultation with experts, service users, and town and parish councils.

2 Review of Locations

- 3 Changing Places Toilets are built to a specific standard, outlined in BS 8300-2:2018, which ensures adequate space, equipment, and safety features. The government previously issued a Changing Places manual, developed in conjunction with Muscular Dystrophy UK, setting out these requirements.
- 4 West Lindsey has one existing Changing Places facility which is located at the Exo Centre in the Lincolnshire Showground.

- 4.1 West Lindsey Leisure Centre has accessible facilities but no formal Changing Places Toilet. As work progresses to consider the future options for the leisure centre, a Changing Places Toilet would form part of plans.
- 4.2 Officers have reviewed a number of options for the delivery of a facility against the Changing Places Consortium guidance. These include *(those with a * show possibility for project development)*:
- **Marshalls Yard** – ruled out for a variety of factors, current facilities too small with no ability to enlarge, only space large enough for modular unit sits on top of rainwater harvesting equipment and specialists advised this is unsuitable.
 - **WLDC Offices Guildhall** – ruled out due to current facilities being too small with no ability to enlarge and no location for a modular unit.
 - **Trinity Arts Centre** - ruled out due to current facilities being too small with no ability to enlarge and no location for a modular unit.
 - **Former WC at Whitton's Gardens** – ruled out as conversion of space did not meet Changing Places Consortium criteria and a committee decision was taken to include the asset as part of the Levelling Up Programme; it has now been developed into a café.
 - **Units at Market Arcade** - ruled out due to current facilities being too small with no ability to enlarge.
 - ***Existing provision at St Johns Street Market Rasen** – WLDC asset. Exploring possibility of provision at this location, would require feasibility work.
 - ***Existing provision at Festival Hall Market Rasen** – Market Rasen Town Council are keen to explore options here further and are checking on sizes but would be interested in Modular Units if conversion was not an option.
 - ***Existing provision at Caistor Town Hall** - Caistor Town Council are keen to explore options here further and are checking on sizes but would be interested in Modular Units if conversion was not an option.
 - ***Existing provision at Bridge Street, Saxilby (Saxilby Parish Council)** – current facility too small and not able to expand, but the Parish Council are keen to explore other options to offer a provision in the area
 - **Richmond House, Gainsborough** – current facility too small and not able to expand.
- 4.3 The criteria to ensure a Changing Places Toilet meets the needs of users are specific and the floor space requirements, height availability, car parking and access to drainage and utilities has ruled out a number of options for immediate delivery. It has also included the ability to have good CCTV coverage of provision and how publicly available the facility would be.
- 4.4 Rand Farm Park have also expressed a desire to add a Changing Places Facility to their attraction.
- 4.5 The delivery of a facility at Roseway Car Park has been reviewed. Roseway Car Park has been identified as a good location for a Changing

Places facility, due to it being central to the towns key attractions, adjacent to existing WC facilities and with the required accessible car parking. The current toilet block does not have the space/structure to be extended, and so a purpose built, modular unit would be the proposal for this location. This would ensure that the criteria required could be met without issue. A review of the location has suggested that connection to utilities is within reach of the proposed position.

- 4.6 **The Changing Places Gainsborough campaign group have shown support for development of this option.** It has reasonable proximity to Marshalls Yard, the cinema, the Old Hall, the Trinity Arts Centre, the new green spaces down the Riverside, the Market Place, the bus station, the Gainsborough Central train station, the Old Nick, Council Services, various car parks, and more. It was noted by the group that the use of a modular facility would also be a swift route to delivery.

5 **Procurement and delivery**

- 5.1 Pre-procurement activity has been completed to understand the market, requirements, options etc. This has concluded that a Changing Places Toilet can delivered at Roseway Car Park within the £100,000 budget. Due to the value of the works a formal invitation to tender process is required. A scope of works has been developed and is ready for launch pending a decision to proceed. Procurement is likely to take 12-16 weeks, with all contractors estimating that once contracts and all consents are in place the likely timeline for installation is 10-12 weeks for modular units. Conversion of existing facilities would require further feasibility work and investigation which would come at cost.

6 **Planning**

- 6.1 Full planning permission would be required to proceed with a modular unit in Roseway Car Park. The application is ready for submission pending a decision to proceed.

7 **Finance**

- 7.1 A £100k budget was allocated to General Fund Balances on the 12th June 2025 at the Corporate Policy and Resources committee. Pre-procurement activity suggests this will only be enough to provide **one** modular unit within the district.
- 7.2 Officers will continue to monitor other funding opportunities particularly to support our businesses who wish to deliver Changing Places Toilets.
- 7.3 There is an ongoing revenue cost of cleaning, servicing and maintaining a Changing Place Toilet. Adding a facility to the existing provision at Roseway Car Park will maximise efficiency within the current cleaning contract. The total additional revenue cost is estimated to be £10k per annum. The majority of this is the cleaning contract, but there would be a requirement for the host to have 6 monthly LOLER (Lifting Operations and Lifting Equipment Regulations 1998) testing at a cost of approx. £0.15k per time which is within the £10k per annum estimate. Subject to

the other items within the facility being monitored and cleaned effectively, they are anticipated to have a minimum life span of 12 years.

Appendix
[Changing Places Toilets](#)