



To: Robert W. Healy, City Manager  
From: Harold Cox *H*  
Re: Awaiting Report #00-62: Permanent Toilet Facilities  
Date: February 7, 2001

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In January 2001, the Cambridge Public Health Department completed the attached report on automatic public toilets (APTs) in response to a City Council order issued last fall. The report describes:

- the shortage of public facilities in Cambridge.
- automatic public toilets: how they work; how they are financed.
- safety, design, accessibility, and siting issues related to installation of APTs in Cambridge.
- key companies in the “street furniture” industry.
- Experiences of other U.S. cities (Boston, New York, San Francisco) with public toilets and street furniture.

Last month, a public toilet committee convened to discuss the report and determine further action. Committee membership includes Rosalie Anders (Community Development), Sgt. Larry Clark (CPD), Harold Cox (CPHD), Suzy Feinberg (CPHD), Robert Healy (City Manager), Michael Muehe (CCPD), Lisa Peterson (City Manager’s Office), Susanne Rasmussen (Community Development), and Richard Rossi (City Manager’s Office).

The committee will hold an information-gathering meeting with representatives of key “street furniture” companies on February 20.

# **AUTOMATIC PUBLIC TOILETS**

Preliminary Report

*January 3, 2001*

(Revised: February 7, 2001)

## **BACKGROUND**

In fall 2000, the Cambridge City Council issued an order to investigate the cost, feasibility, safety, and maintenance issues surrounding the installation of public toilets in the city.

At present, city-funded public toilets are available only in government buildings. This situation places an enormous burden on local restaurants, shops, and universities, which often find themselves unwittingly providing free bathroom facilities to the general public and tourists.

The city's lack of genuine public facilities also means homeless individuals (estimated Cambridge population: 552) have, literally, nowhere to go. In a recent report to the City Council, the Multidisciplinary Working Group noted that homeless individuals frequently urinate and defecate in Vellucci Park, Cambridge Common, and in doorways to businesses in Central Square.

The Working Group recommended the city provide more strategically placed portable or permanent public bathrooms to help alleviate the problems of public defecation and urination, and to address the needs of the general public and tourists.

This report addresses the potential benefits and drawbacks of automatic public toilets.

## **TOILETS IN CAMBRIDGE: AN OVERVIEW**

As mentioned earlier, the availability of public toilets in Cambridge is very limited. The city's lack of facilities has been humorously documented by a group of Cambridge citizens on the award-winning Internet site, [www.besttoilets.com](http://www.besttoilets.com). Some of their "findings" are included below.

### **Public toilets maintained by the City of Cambridge**

*Government buildings.* Toilets in government building are available to the public, although this may not be widely known by the public.

### **Public toilets maintained by a private institution**

*Holyoke Center Arcade*, adjacent to Au Bon Pan in Harvard Square. Clean, safe, uncrowded public restrooms maintained by Harvard University. A security guard is on duty 7 a.m. to midnight. (*source: [www.besttoilets.com](http://www.besttoilets.com)*)

### **Unofficial "public" toilets maintained by Cambridge businesses and universities**

*185 Fresh Pond Parkway Office Building*, across from the Fresh Pond Mall. Clean facilities on first, second, and third floors. (source: [www.besttoilets.com](http://www.besttoilets.com))

*Au Bon Pain Bakery*, Harvard Square. Not technically a public toilet, but out of view of management. “Unisex, clean, plenty of toilet paper,” says one user. (source: [www.besttoilets.com](http://www.besttoilets.com))

*Harvard Coop*, Harvard Square. Restrooms on second floor. “Not usually very clean.” (source: [www.besttoilets.com](http://www.besttoilets.com))

*The Inn at Harvard*. Modern, clean restrooms in the atrium lobby. Handicapped accessible. (source: [www.besttoilets.com](http://www.besttoilets.com))

*The Cambridge Center Marriott Hotel*, Kendall Square. Faux-luxurious restrooms located just inside lobby and on the Ballroom Floor. Beware of lurking porters. (source: [www.besttoilets.com](http://www.besttoilets.com))

*J Press*, 82 Mount Auburn Street. Marble sinks, beautiful wallpaper, always clean, baby changing stations. (source: [www.besttoilets.com](http://www.besttoilets.com))

*MIT*. Restrooms in Kresge Auditorium and in chapel. Handicapped accessible. (source: [www.besttoilets.com](http://www.besttoilets.com))

*The Garage Shopping Center*, Harvard Square. Restrooms are located downstairs. Bathrooms here “are usually a mess.” (source: [www.besttoilets.com](http://www.besttoilets.com))

*McDonald's*, Porter Square. Upstairs bathrooms require tokens; downstairs bathrooms are free. Fairly clean. (source: [www.besttoilets.com](http://www.besttoilets.com))

## **AUTOMATIC PUBLIC TOILETS: AN OVERVIEW**

An automatic public toilet (APT) is a coin-operated, free-standing public toilet that automatically flushes, and self cleans and disinfects the floor, seat, and bowl. Safety features can include emergency lighting, an alarm system with two-way communication with either the manufacturer's operation center or 911, smoke and fire alarm systems, and an emergency access portal.

Most APTs operate in a similar fashion. The following is a product description provided by Adshel Inc.:

Each APT features a wide sliding steel door that opens automatically when a coin or RADAR key is inserted into the slot in the information panel. Instructions are in English and Braille. Lights indicate the status: "Vacant," "Occupied," "Cleaning," "Closed."

The door closes automatically 10 seconds after the user has entered and can be manually locked. If door should encounter any obstruction while closing, sensors will cause the door to gently reopen before trying again.

The door opening mechanism can still be operated automatically or manually from inside. In the event of a power failure, the door can be opened using power from the backup batteries.

On entry, the door is locked by the user, initiating a maximum 20-minute usages period. An LED display, visual and audible messages give ample warning prior to the door automatically unlocking.

The door is opened by touching an exit button. Even in the event of a power cut, backup batteries ensure light and power to open the door. If a smoke and fire alarm is triggered, the door opens automatically, after an audible warning.

These sophisticated toilets are ubiquitous in Europe, but have been slow to gain a foothold in the United States. Automatic public toilets are owned, operated, and maintained by a small number of global outdoor advertising companies that specialize in "street furniture." "Street furniture" indicates an integrated system of stylish bus shelters, automatic public toilets, information kiosks, newsstands, trash bins and pay phones.

The furniture is designed to be functional, safe and resistant to vandalism and graffiti. The goal is to minimize impact on pedestrian movement and the visual character of the streetscape. The cost is offset by allowing limited and controlled advertising on some street furniture. The advertising panels are integral to the design of the furniture such that the aesthetics of the furniture are not compromised, according the media companies.

Typically, a media company (the "franchisee") agrees to install, operate, and maintain a street furniture program at no cost to a city (the "franchisor") in return for the exclusive right to display advertising on the street furniture. Some cities have also negotiated for fixed annual fees and percentages of annual advertising revenues.

## ISSUES

### I. Safety

Safety issues surrounding the automatic public toilets were discussed with Sgt. Larry Clark in the Community Relations Department of the Cambridge Police Department. Sgt. Clark expressed concern about potential misuse of the APTs. Specific police concerns include drug use, vandalism, robbery, rape, and false 911 alarms.

1. ***Rape, Robbery & Other Crime.*** Poor lighting, secluded location and 24-hour access to APTs raises potential for rape, robbery and other crime.

- Will there be any safeguards against crime?
- What will be the operating hours of the APT?
- What will the lighting situation be?
- Any other safeguards?

2. ***Nuisance Behavior.*** Police are concerned that rowdy kids might bang on the sides of the APT or even try to tip it over while a customer was inside.

- Could rowdy kids knock over an APT? How much does an APT weigh?
- How will vandalism be handled? Will the toilets be "hard plumbed"? (This increases possibility of vandalism, according to Sgt. Clark.)

3. ***Emergency Situations/False Alarms.*** The police are concerned about three potential situations associated with the 911 button located inside the APT:

- A. **False Alarms:** Police worry that a 911 button inside the APT would generate false alarms. Police estimate that they currently receive about 10 false alarms a day from various call boxes in Cambridge.

Police would like to know:

- What happens when someone calls for 911 from inside an APT?
- Does an alarm sound?
- Do the doors unlock?

B. **A Real Emergency:**

- Would the police and fire departments be able to access the APT in case of an emergency without damaging the facility?
- How will emergency calls be handled? Electronically or manually?
- Will 911 be wired directly to Police and Fire departments, or will it be routed through the APT's 24 hour maintenance team?

### **C. Ambush Scenario**

- Police were concerned they would be vulnerable to a bathroom ambush if they had no way to open the door other than standing directly in front of it.
- Can APT maintenance headquarters open a door remotely?

## **II. Design /Comfort**

- How big are the toilets (sq. ft.)?
- Will they impede pedestrians?
- Will free-standing advertising units uglify Cambridge?
- Are the APTs heated in winter?
- Are they air-conditioned, or otherwise ventilated, in summer?

## **III. Accessibility**

There are two main accessibility criteria that Cambridge will want to consider in selecting an APT design:

- Does the disabled community support the APT design?
- Does the APT meet the federal guidelines under the Americans with Disabilities Act (ADA)?

## **IV. Cost and Revenue**

### **1. *Advertising***

- Is Cambridge a large enough and/or desirable enough market to qualify for a standard street furniture contract?
- How much advertising would be required to fund the number of APTs desired by the city?
- How much more, if any, advertising would be required if City of Cambridge wanted an annual fee + a share of ad revenue?
- How would the advertisements be displayed on various street furniture structures?
- What is the criteria for selecting advertisers?
- Would the city have ultimate veto power over all advertisements, or only over certain advertising categories?

### **2. *Leasing***

- If the City of Cambridge decided to forgo advertising, period, then would it be possible to lease APTs?
- How much would each APT cost per year?

## **V. Placement of toilets and street furniture**

- Who would decide location of toilets and street furniture, including possibly free-standing advertising units?
- What type of infrastructure would be needed to maintain the toilets? (e.g., access to water mains, sewage lines)
- Are the toilets hard-plumbed?
- Safety, Convenience vs. Aesthetics, Congestion: Will the APTs location(s) be in the middle or on the periphery of high traffic areas?
- Should the city consult advisory groups like the Central Square CQ Advisory Committee?
- What should be the role of City Council and the citizens of Cambridge?
- Should there be a public hearing to discuss the toilet and the advertising?

## **VI. Homeless Community**

- Will the homeless community be able to access the toilets free of
- charge?
- If so, what is your system for distributing free or reusable tokens or cards?

## **FINDINGS**

### **I. Safety**

SEE “STREET FURNITURE COMPANIES” CHART. MORE RESEARCH NEEDED.

### **II. Design /Comfort**

SEE FOR “STREET FURNITURE COMPANIES” CHART QUESTIONS OF FACT. PHILOSOPHICAL QUESTIONS TO BE RESOLVED AT LATER DATE.

### **III. Accessibility**

In Massachusetts, the Architectural Access Board (AAB) is the regulatory agency that develops and enforces regulations designed to make public buildings accessible to, functional for, and safe for use by persons with disabilities. The Access Board is overseen by the Massachusetts Executive Office of Public Safety.

According to the Code of Massachusetts Regulations (CMR 521.30): “In each adult public toilet room, at least one water closet and one sink in each location shall be accessible to person in wheelchairs, or a separate accessible unisex toilet room shall be provided at each location.”

Regarding portable toilets, CMR 521.30(1.2) states, “For single user portable toilets clustered at a single location, at least 5% but not less than one accessible toilet unit shall be installed at each cluster....Portable units at construction sites used exclusively by construction personnel are not required to be accessible.”

The two of the companies we spoke with, JC Decaux and Adshel, claim their APTs meet the accessibility requirements of the Americans with Disabilities Act. In the case of JC Decaux, this is most likely true because the company has a flourishing APT and street furniture program in San Francisco. Since Adshel does not, as yet, have a long-term APT/street furniture contract with any U.S. city, it is difficult to determine without further investigation if the Adshel toilet meets the rigorous ADA guidelines.

The third company, Wall USA, has been involved in long-term negotiations with the City of Boston to implement an APT/street furniture program. One of the impediments in the contract negotiations had been the failure of the Wall toilet to be approved by the Massachusetts Architectural Access Board.

The Board deemed the Wall APT to be non-compliant with CMR 521.30 for two reasons: Under CMR 521.30, a toilet must be at a 90° right angle from the back wall. The Wall toilet bowl rotates 10 degrees to the right or left from its standard position to accommodate people who may be spherically or hemispherically paralyzed, creating an 80° angle with the back wall. Under

CMR 521.30, a public toilet must have two parallel bars built into the wall. The Wall APT has fold-down grab bars.

Many people in the Massachusetts disabled community believe the Wall toilet design is superior to the standard handicapped toilet. Significantly, the Wall design allows people to “transfer” to the toilet from the right *or* left side. “It is a clever, functional design that would provide substantial benefit to the public,” says Michael Muehe, the director of the Commission for Persons with Disabilities and ADA coordinator for the City of Cambridge.

On February 5, 2001, the AAB reversed its decision and approved the Wall toilet.

#### **IV. Cost and Revenue**

SEE “ADSHL AND WALL” TABLE AND BOSTON CASE STUDY

#### **V. Placement of toilets and street furniture**

In its street furniture RFP, the City of Boston outlined its principle criteria for locating APTs:

- Provide a public convenience in heavily trafficked commercial and visitor areas.
- APTs should be visual and accessible, but not placed in visually central locations.
- APTs should not obstruct views of historic places or buildings.
- Siting of APTs should be near and accessible to water, sewer and electrical services, avoiding as much sidewalk disruption as possible.

CAMBRIDGE CRITERIA TO BE RESOLVED AT A LATER DATE

#### **VI. Homeless community**

All three street furniture companies have systems for allowing free access to the APTS for homeless individuals and other designated populations. These systems range from free and reusable tokens to non-transferable “Smart Cards” that are unique to each individual. Typically, companies rely on local social service agencies to identify recipients and to distribute the coins or cards.

POLICY RECOMMENDATIONS FOR CAMBRIDGE TO BE RESOLVED AT LATER DATE

## **CASE STUDIES**

### **Boston**

Mayor Thomas Menino first learned about automatic public toilets at a U.S. Conference of Mayors in San Francisco. Mayor Menino felt the APTs might alleviate tension between the city and the local restaurants and hotels that were tired of providing “public” restrooms for Boston’s many tourists. Homeless was not an issue, according to Betty Holland in the Mayor’s Office.

In November 1998, the City of Boston issued a RFP for a 20-year franchise agreement for the installation, maintenance, and operation of street furniture including APTs, bus shelters, newsstands, and electronic information kiosks. Boston will be the first city in the United States with a coordinated street furniture system.

The three companies under serious consideration were Adshel Inc., Wall USA, and JC Decaux. Wall USA was awarded the project. The deciding factors, according to the Mayor’s Officer, were Wall’s commitment to quality and its financial package. “The quality of German manufacturing is exquisite. The commitment to maintenance is outstanding,” says Betty Holland. Ms. Holland also mentioned the indictment of Jean Claude Decaux for fraud in Europe as a reason for rejecting the Decaux bid.

A contract between the Boston and Wall USA is expected to be signed in January 2001. Details of the deal are outlined below.

**Installation & Maintenance.** Phase I of the program will include the installation of eight APTs, 250 bus stop shelters, nine information kiosks, four newsstands, and a number of “news condos,” according to the Mayor’s Office. Wall USA also mentioned that Boston would receive 200 free-standing information spaces, which are pillars with large ads and phones. The free-standing units will fund the APT program.

The siting of these structures will be determined by pedestrian traffic, bus routes, community input, sidewalk width and other factors, according to the Mayor’s Office.

Phase II may include additional bus stop shelters, APTs, newsstands, news condos and information kiosks located throughout the city. Phase II may also include placing street furniture in areas such as the Central Artery and the South Boston Seaport. After successful implementation of Phase I, the city will negotiate with Wall for Phase II implementation of the program.

Wall USA will be responsible for the complete maintenance of every APT installed. Wall will visit the APTs three times a day to ensure that all systems are functioning properly, that the units are clean and that all dispensers are fully stocked. In addition, Wall will respond immediately to its self-activating maintenance and operating warning system. Comfortable interior temperature, ventilation, and illumination will be maintained at all times.

**Advertising content & revenue.** According to Cambridge insiders, the City of Boston will receive \$500,000 a year from Wall, in addition to an undisclosed cut of the annual advertising revenues. The location of the APTs and the placement of advertising will be subject to city approval. Moreover, the city will have significant say in advertising content, including final veto power.

**Safety considerations.** The toilets may close at 10 p.m. All APTs will be equipped with 911 emergency buttons linked directly to the Boston Police Department.

**Other perks for Boston.** Wall has agreed to move its U.S. headquarters to Boston (from New York), to use union labor, and to create 50 new jobs within the next five years.

## **San Francisco**

San Francisco was the first U.S. city to install automatic public toilets on a permanent basis. In the early 1990's, former Mayor Frank Jordan learned about the Decaux toilets during a U.S. Conference of Mayors in New York City. Mayor Jordan loved the concept and felt APTs would provide a much needed service for San Francisco's sizable homeless population.

San Francisco issued an RFP for automatic public toilets in 1994. The two bidders the city took seriously were JC Decaux and Gannett Outdoor. At the time Gannett did not have a street furniture program and teamed up with two Israeli firms. The clear winner was JC Decaux.

The city had no money, so was grateful that JC Decaux was footing the bill. (The city has a minimal revenue-sharing plan with Decaux.) During the two-year trial phase (1996-1998), Decaux installed 20 APTs. The majority were concentrated along Market Street, an area with a high concentration of homeless people.

The APT program has been a tremendous success, according to Jake Szeto, project manager for the APT and Public Service Kiosk Program at the San Francisco Department of Public Works. The DPW records 80 uses per day per toilet. Over 100,000 free tokens have been distributed within the city. Homeless individuals have accounted for about 30% of the user visits, based on token usage figures.

To fund the 20 toilets, JC Decaux also installed 90 information kiosks. Decaux' advertising formula is 4.5 kiosks per APT. The kiosks are tall cylinders: two "sides" face the street and display commercial advertising; the third "side" fronts the sidewalk and displays public art or other materials of interest to the community.

Initially there was a lot of resistance to the kiosks from local merchants and the San Francisco Board of Supervisors. After the contract was amended for revenue sharing with the city, the board approved the program. In 1998, the City of San Francisco approved Phase II of the project, including the addition of 10 to 30 more toilets. The number of APTs that will actually be installed will depend on how many more information kiosks the city is willing to tolerate.

## Other Bay Area cities

**Palo Alto** elected against the advertising component when it decided to install JC Decaux automatic public toilets. The city is leasing two Decaux toilets for \$61,500 each per year. Customers pay 50¢ to use the facilities. (Source: [www.metroactive.com/papers](http://www.metroactive.com/papers), 12/30/99)

The **San Jose Redevelopment Agency Board** has budgeted \$8,610,000 to lease six APTs from JC Decaux for 20 years. The appropriation for FY99-00 was \$430,500. The toilets are open and fully operational.

## New York City

(Text excerpted from exhibit at Municipal Art Society of New York and “Public Toilets? Not!” by K.A. Donovan and Sirin Thada, in *NYC24*, an online magazine)

In 1990, the Legal Action Center for the Homeless sued New York City for not providing public toilets. In 1992, the Department of Transportation conducted a four-month test of automatic toilets by JC Decaux at three locations. The Parks Department followed up with a request for proposals for public toilets at the edge of city parks. Two free-standing kiosks were to be located on adjacent sidewalk to generate enough revenue to operate the program. The toilet in City Hall Park by Wall City Design [now Wall USA] was tested as part of this initiative.

In 1997, the city called for bids from contractors, but the project never got off the ground. When the city realized that 80 kiosks plus 40 toilets would be added to the crowded sidewalks and plazas, the Mayor’s Office decided to consolidate the operation of revenue generating street furniture and to shift the advertising to newsstands, eliminating the need for additional kiosks. In the fall of 1998, the city disbanded its consolidation effort. No citywide effort to improve the streetscape has taken place since that time.

In an interview in February 2000, Mayor Rudy Guiliani acknowledged that the 1997 bid died because he was afraid of giving a long-term mega-franchise for street furniture to one company. He said the deal was “vulnerable to being corrupted.”

Politics were not the only problem. “The problem is people misuse toilets,” says Parks Commissioner Henry Stern [in an interview with *NYC24*]. “Toilets afford privacy, and people misuse them in order to commit crimes—they use them to hide in. People misuse toilets in order to take drugs—they feel they be hidden from the public view. And people misuse toilets in order to commit sexual acts. The result of that public misuse is that you have to see that the toilet is staffed or manned in order to watch out for them. It’s very expensive to provide that kind of coverage all day. And that’s the issue.” Stern’s solution? “People have to exercise restraint.”

## **OTHER OPTIONS**

In addition to the APTS, Cambridge has other options, including:

- The City of Cambridge could contract for public toilets or restrooms. The City would agree to maintain and service the toilets in perpetuity. Estimated cost: ???
- Existing public toilets in government buildings could be better promoted, and possibly expanded.
- Port-A-Johns?

## **RECOMMENDATIONS**

TO BE RESOLVED AT A LATER DATE

## **STREET FURNITURE COMPANIES**

**Wall AG** (Germany), **Adshel Inc.** (USA), and **JC Decaux** (France) are the most prominent street furniture companies that offer automatic public toilets. **Infinity Outdoor** (USA) is one of the world's largest outdoor advertising companies but only recently added APTs to its inventory of bus shelters, newsstands, and information kiosks. **Exeloo Ltd.** (New Zealand) manufactures APTs; it is not an outdoor advertising company.

### **Wall AG**

Wall AG, based in Berlin, claims to have engineered the world's smallest, universally accessible city toilet with an automatic self-cleaning system. Founded in 1977, Wall AG has been manufacturing, marketing, and installing APTs for the past 16 years. The U.S. division was established in 1993. Wall AG employees 200 people and has 15 offices worldwide. Maintenance, marketing, and design are all under all under one roof.

*Crain's Chicago Business* reported (November 20, 2000) that Wall backed out of a bus shelter agreement in Atlanta. Wall claims the City of Atlanta unilaterally changed the terms of the contract agreement.

On February 5, 2001, the City of Boston signed a 20-year franchise agreement with Wall USA to install, maintain, and operate a coordinated street furniture system that will initially include eight APTs (see "Boston: A Case Study," in Findings section).

Wall has street furniture contracts with 47 cities in eight countries including Germany, Holland, Turkey, and Russia. In the United States, Wall is currently only operating a bus shelter program in St. Louis. Boston will become the new U.S. headquarters for Wall, pending the contract signing. Wall is currently bidding on street furniture contracts in Chicago, Los Angeles, and New York.

### **Adshel Inc.**

Adshel Inc. (est. 1970) designs, installs, and maintains street furniture products such as bus shelters, digital information kiosks, and automatic public toilets. It added APTs to its street furniture inventory six years ago. "We took the designs of our competitors and improved upon them," says Doug Watts, president of Adshel Inc.

Adshel operates more than 100 APTs in Europe (e.g., Scandinavia, United Kingdom, France, Belgium) and Australia.

Adshel is the leading street furniture brand of U.S.-based Clear Channel Communications, Inc., one of the world's leading outdoor advertising companies. Clear Channel operates 874 radio and 19 television stations in the U.S., and owns and maintains more than 700,000 outdoor advertising displays in 37 countries. Prior to acquisition by Clear Channel, Adshel Inc. was a UK-based street furniture company.

In November 2000, Adshel installed several APTs in Midtown Manhattan as part of a pilot project with the 34<sup>th</sup> Street Partnership. Wall is currently bidding on street furniture contracts in Washington D.C., Oakland, Chicago, and Pittsburgh.

*Note:* Doug Watts, the current president of Adshel Inc., is the former president of Wall USA.

### **JC Decaux**

JC Decaux, the French outdoor advertising company, pioneered the concept of street furniture. JC Decaux installed the world's first automatic public toilets in Paris more than a decade ago. At present, JC Decaux operates 500 APTs in Europe and 32 in the U.S.

Cambridge is too small a market for the Decaux street furniture program, according to Suzanne Davis of JC Decaux-New York. However, if JC Decaux had been awarded the RFP for Boston's street furniture program, Davis says, then Cambridge would have been a desirable market. Under the current circumstances, JC Decaux would only consider establishing a program in Cambridge if the city leased a minimum of 20 APTs. Annual cost: \$1.3 million. Nonetheless, JC Decaux would like to be sent an RFP, if the city chooses to issue one.

Jean-Claude Decaux, the company's president and owner, has been convicted twice in Europe of illegal conduct in obtaining government contracts. The most recent indictment occurred in early 2000 and involved Decaux negotiating a no-bid contract with a French politician, which the courts later ruled should have been competitively bid. (*Source: Crain's Chicago Business, November 20, 2000*)

For reasons outlined above, JC Decaux was not included in the company comparison chart that appears in this report.

### **Infinity Communications Group (USA)**

Infinity Communications Group is part of Infinity Outdoor, which is a wholly owned subsidiary of Viacom. Infinity Outdoor is the largest outdoor advertising company in the U.S., Canada, and Mexico, and operates approx. 117,000 bulletin, poster, mall and transit advertising display faces and sports marketing services throughout the U.S.

Infinity Outdoor has not implemented an APT system anywhere yet, but two years ago teamed up with New Zealand APT manufacturer Exeloo so that it could offer APTs as part of its street furniture inventory. In the next few weeks, Infinity expects a contract dispute to be resolved between the MBTA and the Massachusetts Auditor General's Office. If all goes well, Infinity will be awarded the MBTA bus shelter contract for Boston and the municipalities, including Cambridge. This means that it would be very difficult for a third-party bus shelter provider to take over the 13 to 15 Cambridge shelters designated by the MBTA for Infinity.

### **Exeloo (New Zealand)**

Established in 1992, Exeloo manufactures and sells APTs to outdoor advertising companies and directly to municipalities. Media clients include Adshel and Infinity Outdoor. Exeloo has installed over 350 APTs throughout Australia and New Zealand. The company offers a range of models, most of which can be modified to meet ADA requirements.

Exeloo hopes to establish at least one U.S. distributorship in 2001. This distributor would be able to provide support services. In the interim, Exeloo can provide sales and support help from its New Zealand base.

<b>ADVERTISING SCENARIO</b>	<b>WALL USA</b>	<b>ADSHEL INC.</b>
Why do you consider Cambridge a good market?	The greater Boston area is the sixth largest media market in the U.S. It has a high rate of tourism and a large student population. Also, Boston does not have a significant inventory of outdoor advertising products.	The demographics of Cambridge and its proximity to Boston, which is a Top 10 U.S. market, would allow certain advertising clients to expose their products and services to a very sought-after target group.
Describe how an advertising agreement between your company and the City of Cambridge might work?	Wall would need to understand better the planning and amenity needs of Cambridge before it could present a proposal. In general, Wall works with municipalities to develop unique, comprehensive contracts; there is no standard formula. "We are not a billboard company. We are a street furniture company and we are about urban improvement," says Wall COO Martin McDonough.	A number of advertising devices could be installed to defray cost, according to Adshel. Some options include: <ul style="list-style-type: none"> <li>• <b>Bus shelters.</b> Adshel would install new bus shelters that would display ads. Roughly 100 bus shelters would defray the cost of 10 APTs.</li> <li>• <b>Free-standing units. (FSUs).</b> A 4x6 advertisement would appear on one side of each FSU and an information directory on the other. FSUs net the most toilets for the least capital expense. Roughly 50 to 75 FSUs would defray the cost of 10 APTs.</li> <li>• <b>Wall advertisement.</b> Think Canal Street in Manhattan. A multi-story advertisement painted on a building would net the most toilets for the least advertising, according to Watts. Approximately 6 wall advertisements would pay for 10 APTs.</li> <li>• <b>Electronic messaging units. (EMU).</b> These 3- to 4-meter messaging units are essentially two-sided electronic billboards. Up to 25% of billboard "time" could be devoted to community messages. Ten to twelve EMUs could support 10 APTs.</li> </ul>
How much control would Cambridge have over advertising content?	Wall would not advertise tobacco and would use alcohol only in designated areas only (e.g., away from schools and places of worship). The exact terms usually get hammered out in the contract.	Tobacco advertising is forbidden under federal law. Alcohol advertising can be minimized to beer or wine, or none at all. Beyond that, Adshel would want to work out a list of community standards.
Any special deal you could offer Cambridge?	Wall says it could offer a better deal for Cambridge than it could for most other U.S. cities because of our proximity to Boston. Cambridge could also arrange to get a cut of the advertising revenue	Advertising supported programs usually provide for a revenue share to cities/municipalities. Regarding Cambridge, it remains to be seen how many advertising opportunities would be offered by the city, which would determine revenue sharing, etc.
<b>SALES SCENARIO</b>		
Describe how a sales agreement between your company and the City of Cambridge might work?	Not applicable.	Not applicable.

<b>LEASING SCENARIO</b>		
Do you lease APTs?	Yes.	Yes.
If so, what is annual cost, assuming no advertising?	Approx. \$50,000/APT/year. This fee includes full maintenance and service.	\$65,000/APT/year . This fee includes full maintenance and service.
Time commitment	Yes, there would be a time commitment; enough to amortize the product.	Minimum term of contract: 10 years
Minimum number of APTs	No minimum, as a result of contract with City of Boston.	5 APTs (minimum)
<b>APT DESIGN</b>		
Size of APT?	78 sq. ft.	70 sq. ft.
Weight of APT?	2+ tons	6 to 7 tons
How does the cleaning process work?	After a person exits the APT, the two-piece floor opens up and waste falls into a catch basin. High-velocity water jets spray the floor, and the toilet bowl gets sprayed, disinfected, and dried. Infrared sensors will detect objects that weigh 10 kilograms or more.	The floor system is substantially different than that of Wall and Decaux, according to Adshel president Doug Watts. The floor is on a tractor belt, and after each use the floor rotates and becomes the ceiling. The newly rotated floor was cleaned and disinfected in a previous cycle. During the cleaning cycle, trash on the floor falls through a trap door into a catch basin. Weight detectors in the interior, on the floor, on the toilet seat, and on the baby changing table ensure the APT cleaning cycle will not begin while the structure is occupied.
Does the APT comply with the Americans with Disabilities Act (ADA)?	At present, the Wall APTs in Boston are not technically in compliance with the ADA, but have been approved by the Massachusetts Architectural Access Board.	"Fully compliant," according to Adshel.
Heated in winter?	Yes.	Yes.
Ventilated /cooled in summer?	The units are not air-conditioned, but because they are constructed of stone, they stay pretty cool, according to Wall. In other cities this has not been an issue.	Fresh air is supplied through a combination of active and passive systems, entering via a ventilation channel around the base of the wall.
How much time is each person allowed?	The use time is computer driven and determined by the city. In Germany, Wall APTs are set for 20 minutes for the general population. Disabled individuals receive a special key that grants them free access and up to 40 minutes per use.	The city decides. Twenty minutes is standard. The average use is under three minutes. Typically, only people with disabilities can override the time limit.
How much time elapses during cleaning and disinfecting process?	50 to 55 seconds	54 seconds
<b>INFRASTRUCTURE &amp; MAINTENANCE</b>		
What type of infrastructure (e.g., water lines, sewer lines) would be required for the APTs?	Wall is currently establishing a 'world class' manufacturing and maintenance facility in Boston's empowerment zone. This will be Wall's base for U.S. operations. and would provide the infrastructure to service a contract with Cambridge.	To set up operation, Adshel would need a warehouse with a parking lot, and offices for its technicians and maintenance personnel. To install and operate the APTs, the company would need access to electricity, telephone lines, and sewer and water mains.
Are toilets hard-plumbed (connected to water and sewer lines)?	Yes.	Yes.

How would a maintenance emergency be handled?	Wall toilets are connected to headquarters via modem so technicians would know immediately if a toilet was not functioning.	Maintenance staff can monitor the toilet functions at the site or remotely via a dedicated telephone line. The Adshel call center uses a software program to view status and alarm data.
Liability?	Under the advertising agreement, Wall would indemnify the city.	Under an <b>advertising agreement</b> , Adshel would indemnify the city. Under a <b>lease agreement</b> , Adshel would share liability with the city. Adshel would suggest the city have its own insurance policy.

**SAFETY**

Emergency access?	Emergency responders can easily gain access via the pneumatic front doors. If required, Wall could issue a special key.	Yes. Emergency access can be arranged for the police and fire departments.
Could the door be opened remotely in the event of an emergency?	The doors can be opened by Wall via the key control at the front of the APT and also through the rear access control panel.	Yes.
What happens when someone pushes an emergency button from inside the APT?	There is an internal alarm that sounds in the event of an emergency. Additionally, the 911 call box is location specific and connected to police, fire, and EMTs.	There are floor and eye-level emergency buttons. The city can opt to have a two-way communication system. It is not an open line; there is no surveillance. If a city opts for this feature, the pressing of an emergency button would activate a voice informing the person inside that they had just pressed the emergency button. If they had done so by accident, they could deactivate it. If the emergency button remains active, the doors of the APT would open after a voice alerted the patron inside. The emergency buttons are linked to a 24-hour Adshel call center, according to Adshel promotional materials.
Could rowdy hooligans knock over the APT?	No. The toilet weighs 4,400 pounds (2 tons) and is installed with a cement foundation. The exterior of enameled steel and powder-coated aluminum is graffiti resistant, even for most hooligans.	No. It weighs between 6 and 7 tons. The foundation is 3 to 4 feet deep.

**CLIENTELE**

Who do you envision using the APTs?	Residents, tourists, students. Wall would also be happy to develop a token system so that designated populations, such as the homeless community, would have free access.	Shoppers and tourists.
Do you have a system for providing free APT access to the homeless population in Cambridge?	Wall can provide free tokens to homeless individuals, as it is doing in Boston.	The City of Cambridge could provide Smart Cards with unique identifiers to people with disabilities and homeless individuals. Adshel is against distribution of free or reusable tokens because of the possibility that homeless people would "hawk" them to passersby.

<b>ADVERTISING SCENARIO</b>	<b><u>INFINITY OUTDOOR</u></b>	<b><u>EXELOO LTD.</u></b>
Why do you consider Cambridge a good market?	Because of the city's demographics and income level, and advertiser interest. Also, Infinity can tie-in Cambridge with its Boston bus shelter project.	Exeloo toilets have been operating in Australia and New Zealand for the past decade; the company would now like to distribute its product in the U.S. Exeloo considers Cambridge a good market because it would provide the New Zealand company with an excellent base to launch its distributorship network.
Describe how an advertising agreement between your company and the City of Cambridge might work?	The agreement would be for 10 to 20 years, and after that time, the ownership of the street furniture would convert to the municipality. It's too preliminary to discuss how APTs would be financed. SEE "SPECIAL DEAL" question for more detail.	Exeloo specializes in manufacturing APTs and is not involved in the advertising industry. However, Exeloo has agreements with two outdoor advertising companies (Adshel, Infinity), so depending on the viability of the advertising arrangement, the Exeloo APT may be available through these companies.
How much control would Cambridge have over advertising content?	Approving advertising content would be a joint effort between the municipality and Infinity. The city has the right to preclude or approve any advertising. Also, alcohol, tobacco, and profane language are regulated under federal law. All of this is clearly spelled out in the contract.	Not applicable.
Any special deal you could offer Cambridge?	Financial compensation to the city regarding this type of project is totally negotiable, according to Infinity. The total revenue available to share with the city is a function of how much revenue is generated versus how much is needed to purchase, install, and maintain the street furniture program. Simply put, the total number, size and location of the ad faces dictate how much money is generated, and therefore how much is available to operate the program and share with the city.	SEE "SALES SCENARIO"

## SALES SCENARIO

Describe how a sales agreement between your company and the City of Cambridge might work?	Not applicable.	<p>Exeloo is an APT manufacturer, not an outdoor advertising company, and its business is based on the sales model. A Galaxy model APT would cost Cambridge approximately US\$90,000 per unit.</p> <p><b>Service &amp; Maintenance:</b> Exeloo provides a 12-month warranty on all parts and equipment and would be happy to arrange a servicing and maintenance contract for each unit at an additional monthly cost. Exeloo has tried to keep the operating system of its APT as simple as possible to minimize maintenance and servicing. Also, each APT comes with a manual so local electrical and plumbing contractors can maintain and repair the toilets.</p> <p><b>Discounts:</b> Exeloo offers a 5% discount on any additional units purchased on the same order.</p>
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## LEASING SCENARIO

Do you lease APTs?	No.	Yes.
If so, what is annual cost, assuming no advertising?	Not applicable.	An Exeloo APT would cost approximately \$20,000/year. Maintenance would not be included beyond what is described in “service & maintenance” in the sales scenario. Before Exeloo could deliver a formal quote, the company would need to clarify what would be included in the lease.
Time commitment	Not applicable.	Five years.
Minimum # of APTs	Not applicable.	No minimum.

## APT DESIGN

Size of APT?	SAME AS EXELOO (Infinity uses Exeloo APTs)	External: 83 sq. ft. Internal: 37 sq. ft.
Weight of APT?	SAME AS EXELOO (Infinity uses Exeloo APTs)	Approx. 8 tons
How does the cleaning process work?	The cleaning process is the same as that described by Exeloo. Regarding weekly upkeep and maintenance checks for APTs, Infinity does not have a defined policy because the company has never worked with APTs before. Regarding bus shelters, newsstands, and information kiosks, Infinity typically sends a clean-up crew to these structures twice a week to do minor repairs, pick up trash, wash down the shelters, and remove graffiti.	The toilet seat is washed after each use in a chamber behind the toilet pan. After a preset number of uses, the floor and toilet pan are sprayed with disinfectant, then washed down with clean water from spray jets and dried with a large fan. While the cleaning system reduces the number of cleaning visits required, the surfaces still require regular scrubbing by janitorial staff when they replenish the consumables.

Does the APT comply with the Americans with Disabilities Act (ADA)?	SAME AS EXELOO (Infinity uses Exeloo APTs)	Exeloo recently had its product checked by an ADA consultant and is confident that it could be adjusted to comply with ADA requirements.
Heated in winter?	SAME AS EXELOO (Infinity uses Exeloo APTs)	The unit can be supplied with under-tile heating elements connected to a thermostat to prevent freezing in winter.
Ventilated /cooled in summer?	SAME AS EXELOO (Infinity uses Exeloo APTs)	The units are not normally cooled but Exeloo can install a reverse cycle air conditioning unit if required to provide both heating and cooling.
How much time is each person allowed?	Most APT's are set to allow between 10 and 20 minutes for each use. Infinity recommends 15 minutes. However, the specific time you desire can be set from 1 minute to 60 minutes.	In Australia and New Zealand, the occupation time Exeloo normally provides is 10 minutes, which the company has found to be adequate. <b>Disabled Community.</b> If required, Exeloo can install a disability key switch or card swipe that will provide extended time for people with disabilities. <b>Safety Issues.</b> Exeloo is not in favor of allowing an extended time limit for non-disabled people because the purpose of the time restriction is to reduce loitering and vandalism. The time limit also discourages drug use, says Exeloo, which can compromise the safety of other customers.
How much time elapses during cleaning and disinfecting process?	SAME AS EXELOO (Infinity uses Exeloo APTs)	The seat wash after each use takes approximately 1 minute and the floor wash after approx. 30 uses takes about 6 minutes.

## INFRASTRUCTURE & MAINTENANCE

What type of infrastructure (e.g., water lines, sewer lines) would be required for the APTs?	SAME AS EXELOO (Infinity uses Exeloo APTs)	Exeloo would require a minimum water supply pipe of 1½", a standard 4" sewer line, a storm water line and electricity supply of 70 amps.
Are toilets hard-plumbed, that is, are they connected to the city's water and sewer lines?	SAME AS EXELOO (Infinity uses Exeloo APTs)	Yes, the toilets are connected to the city's water and sewer lines.
How would a maintenance emergency be handled?	On all Infinity street furniture is the company name and a phone number that is answered 24 hours-a-day. Each city has specific requirements for response time to problems and emergencies. (Normally 24 to 48 hours), according the Infinity. All of Infinity workers who perform transit maintenance have pagers. When an	Exeloo would arrange for a local electrical contracting firm to provide a 24-hour emergency service to handle any urgent maintenance requirements and that firm would also carry a stock of components to replace ones that could be damaged by vandalism.

	emergency is phoned in, field people are contacted to fix the problem. Infinity also sets up an after-hours response plan for each project.	
Liability?	Infinity carries contractor's insurance for damages or other problems that occur to bus shelters or other street furniture. The municipality is named as an additional insured. The city states the minimum amounts. This is a standard clause in contractor and vendor contracts.	If the units are purchased by the City of Cambridge Public Health, then the city would carry the liability for the ongoing maintenance and upkeep of the product. In regard to public liability for injury to customers, etc., Exeloo carries public liability insurance for the products it manufactures.

## SAFETY

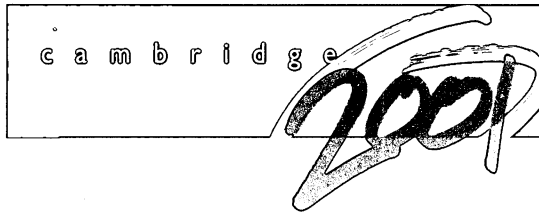
Emergency access?	SAME AS EXELOO (Infinity uses Exeloo APTs)	If the police and fire departments were issued a key to the service area, they could gain access to the main compartment simply by turning the power off, which would release the magnetic lock. Once the power was switched back on again, the unit would operate normally.
Could the door be opened remotely in the event of an emergency?	If the city desired this option, it could be included. Otherwise, Infinity would make the main service bay accessible to the police and fire departments, as described in the Exeloo column at right.	If the police had access to the main service bay, they could turn on the "hold open" switch which would make the electric door open and remain open until this switch was released. If necessary, Exeloo could arrange for the switch to be operated remotely.
What happens when someone pushes an emergency button from inside the APT?	Not applicable, unless city decides to have emergency button installed in toilet. If desired, Infinity can tie it in directly to 911 or to a 24-hour answer bank.	In its original facilities, Exeloo installed emergency push buttons inside the cubicle but this resulted in so many false alarms and expensive security calls that the company have stopped installing them.
Could rowdy hooligans knock over the APT?	SAME AS EXELOO (Infinity uses Exeloo APTs)	The unit weighs approx. 8 tons and could not be knocked over by rowdy hooligans.

## CLIENTELE

Who do you envision using the APTs?	If San Francisco is an example, then in addition to shoppers, tourists, and homeless, you could also expect drug users and prostitutes to take advantage of the seclusion of the APT. How an APT is used is a function of location and how well the police patrol the area.	Throughout Australia and New Zealand, our APTs are used extensively by tourists and visitors to the area. They are also often used by commercial travelers and people who spend a large amount of their working day in vehicles. When installed in parks, near playground equipment, they are also extensively used by parents and children visiting the parks. Finding suitable toilet facilities urgently is a common problem for most parents with young children.
Do you have a system for providing free APT access to the	<b>NEED MORE INFORMATION</b>	Throughout Australia and New Zealand, the city authorities usually provide the toilets free of charge to everybody so, in

homeless population in Cambridge?		most installations, Exeloo only provides a push button on the outside of the units. However, the company would be happy to provide the units with coin operation to help offset the servicing costs and, in this case, the city itself would arrange for free tokens for homeless or disabled populations.
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**CITY OF CAMBRIDGE • EXECUTIVE DEPARTMENT**

*Robert W. Healy, City Manager    Richard C. Rossi, Deputy City Manager*

February 12, 2001

To The Honorable, The City Council:

Please find attached a response to Awaiting Report Item No. 00-62, regarding a report on implementing a plan for the establishment of permanent public toilet facilities, received from Chief Public Health Officer Harold Cox.

Very truly yours,

A handwritten signature in black ink, appearing to read "Robert W. Healy".

Robert W. Healy  
City Manager

RWH/mec  
Attachment



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**Consent Agenda #7**

Awaiting Report Item Number  
00-62, regarding a report on  
implementing a plan for the  
establishment of permanent  
public toilet facilities.

**In City Council February 12, 2001**

**BY** ~~Charles Merrill~~ *Raymond Galluccio*

*In City Council  
February 26, 2001  
Referred to Health  
and Environment  
Committee on motion of  
Councillor Braude*

*Copy sent  
2-28-01  
mc*