



Public Toilet Strategy

2019 - 2023

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Executive Summary

Purpose and Alignment

The Bayside City Council's strategy to improve the level of service provided by Council's public toilets is a commitment to meeting community expectations that are addressed by Goal 1 – Infrastructure of the Council Plan 2017-2021:

Council will work together with the Bayside community to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.

The Council Plan also specifies the action to continue the works program in the Public Toilet Strategy to progressively improve all of our lowest performing public toilets that require major works.

Improving the services that public toilets provide is a demonstration of the Bayside Better Place Approach, whereby Council's dedicated professional staff, with an ongoing focus on efficiency, provide core services to improve liveability for the Bayside community.

Why Is A Strategy Needed for Public Toilets?

Public toilets support recreation, business, and tourism activities throughout the Bayside municipality. There are 62 existing public toilets within Bayside, located in shopping precincts, sportsgrounds, parks and foreshore locations. Due to the age of these facilities, several public toilets are now in a poor condition, do not meet current service level expectations or standards for accessibility or are vulnerable to antisocial behaviour/public safety risk.

Since the endorsement of the Public Toilet Strategy 2012, several new/replacement facilities have been constructed which has improved the overall performance of these facilities. This Strategy document is now due for review as part of Bayside City Council's ongoing Strategy review process.

During the review process a draft updated Strategy was released for public exhibition and feedback was invited from the broader community. A total of 356 responses were received from the community during this period which has guided the finalisation of the Public Toilet Strategy 2019-2023.

Vision

The following vision has been set for this strategy:

Public toilets in Bayside are comfortable, clean, safe, and functional and cater to the broad community, providing at least one compliant accessible cubicle, and fit-out with baby change tables and sharps bins. Public toilets in high-demand areas are also attractive structures that enhance the amenity of Bayside's popular reserves and civic centres.

Goals and Strategic Objectives

This vision is described further by the following goals:

1. Improve Bayside's public toilet facilities with a four-year capital works program;
2. Plan new toilets and upgrades to meet current levels of service and cater to key hubs of activity; and
3. Public toilets are cleaned and maintained to a high standard of service.

The strategic objectives of the Public Toilet Strategy 2019 - 2023 is to continue to provide public toilets to a high standard, with the greatest emphasis on those that are in highest demand, most sensitive locations (e.g. activity centres, tourism nodes, foreshore), poorest condition, poor accessibility and public safety.

1. Action Plan

1. Improve Bayside's public toilet facilities with a four-year capital works program.

Objective	Action Item No	Actions	Time frame	Costs	Deliverables
Proposed capital works program with respect to toilets (2019 – 2023)	1.1	Thomas Street Reserve (TOI 50)	2019/20	\$170,000	Replace existing toilet
	1.2	Table Rock (TOI 48)	2019/20	\$170,000	Replace existing toilet
	1.3	Ricketts Point Foreshore (TOI 36)	2019/20	\$30,000	Minor improvement works
	1.4	Construct a new public toilet at Green Point in Brighton.	2020/21	\$200,000	New public toilet facility
	1.5	Beaumaris Concourse (TOI 9)	2020/21	\$50,000	Minor improvement works
	1.6	Well Street Car Park	2020/21	\$150,000	Minor improvement works
	1.7	Thomas Street Car Park, Hampton	2021/22	\$200,000	Replace existing toilet
	1.8	Trevor Barker Oval Shelter	2021/22	\$50,000	Minor improvement works
	1.9	Trevor Barker Oval Pavilion	2021/22	\$100,000	Minor improvement works
	1.10	Green Point foreshore	2022/23	\$50,000	Minor improvement works
	1.11	Spink Street	2022/23	\$100,000	Minor improvement works
	1.12	Beaumaris Foreshore (LSC)	2022/23	\$50,000	Minor improvement works
	1.13	Key Street	2022/23	\$50,000	Minor improvement works

2. Plan new toilets and upgrades to meet current levels of service and cater to key hubs of activity

Objective	Action Item No	Actions	Time frame	Costs	Deliverables
Deliver new public toilet facilities to ensure effective coverage over the municipality	2.1	Work with internal council teams and the community to identify areas where there is a demand for a new public toilet facility	Ongoing	N/A	Identify opportunities for new public toilet facilities
	2.2	Identify opportunities for 'Changing Place' facilities to be integrated with future council buildings in strategic locations, such as sportsground pavilions or civic hubs.	Ongoing	N/A	Identify opportunities for new Changing Place facilities
Ensure existing facilities are compliant with modern standards	2.3	Undertake an assessment of facilities to identify non-compliance from accessibility and CEPTD standards, and facilities that are in need of replacement. This assessment shall form the basis of the next review of the Strategy	2022/23	\$20,000	Consultant report
Assess and review Strategy	2.4	Review the Public Toilet Strategy 2019 – 2023 based upon consultant advice	2023	N/A	New Strategy endorsed by Council

3. Public toilets are cleaned and maintained to a high standard of service.

Objective	Action Item No	Actions	Time frame	Costs	Deliverables
Ensure existing facilities are maintained to a high standard	3.1	Maintenance contractor to perform periodic defect and condition assessment of existing public toilets	Ongoing	Contractual obligation	Defects are identified
	3.2	Maintenance contractor to ensure regular cleaning of facilities, and undertake short term works to address defects	Ongoing	Contractual obligation	Defects are corrected

2. Glossary

Accessibility – An assessment criteria which considers how compliant an existing public toilet is with the *Disability Discrimination Act 1992*. Many of Bayside’s existing public toilets do not meet modern accessibility standards, and are not suitable for general use by Bayside residents (or visitors) with disabilities.

Changing Place – A specialist facility for people with significant disability. At a minimum, a Changing Place shall be outfitted with a shower, a hoist, and an adult changing table. The facility is locked at all times, but people with disabilities or their carers may apply for a key that works for all such facilities;

Crime Prevention Through Environmental Design (CPTED) – CPTED is the design of buildings or public spaces to reduce the likelihood of criminal activity. This may include minimising opportunities for concealment, or improving passive surveillance by people in the immediate area.

Performance – An assessment criteria which considers the condition, comfort, functionality and capacity, of an existing public toilet.

Public Toilet – A public toilet is an amenity that may provides basic toilet services to the local community. While the standard of fitout and design has varied over the past several decades, the modern standard design for new public toilets consists of a minimum of two cubicles (one of which shall be accessible), with individual handwashing basins, a sharps bin, and a baby change table.

For the purposes of this Strategy, a public toilet is considered to be a council-managed facility which services a surrounding outdoor environment. Publicly available toilets within libraries or the Council Corporate Centre for example, are not included within the scope of this Strategy.

Public Toilet Strategy 2012 – the predecessor to the current *Public Toilet Strategy 2019 – 2023*.

3. Purpose

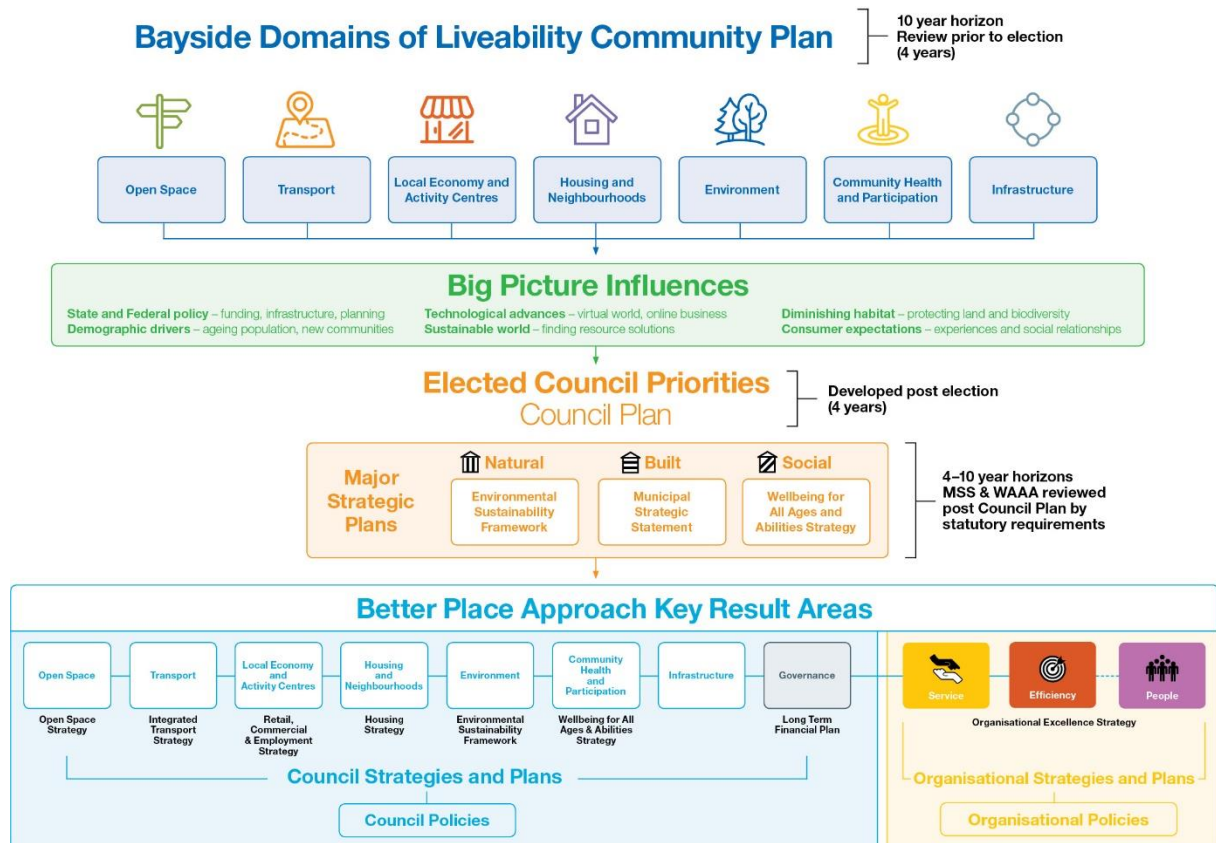
The *Public Toilet Strategy 2012* is due for review as part of Bayside City Council’s ongoing strategy review process. The *Public Toilet Strategy 2019 – 2023* shall continue to address the renewal/replacement of existing facilities, with an improved focus on the principles of CPTED and universal accessibility.

A key feature of the current Strategy is the recommendation of a four-year program of works, which will guide public toilet improvements between 2019 – 2023. Additional minor works shall be carried out under the existing maintenance contract and within the scope of a minor capital renewal budget.

An additional consideration in the current Strategy is the inclusion of ‘Changing Places’; a specialist high-needs facility for people with significant disabilities. Such facilities are recognised as a gap in the existing public toilet asset stock which cannot currently accommodate all Bayside residents.

4. Council's Better Place Strategic Planning Framework

The *Bayside Public Toilet Strategy 2019 – 2023* is an important part of Council's Better Place Strategic Planning Framework, and supports core concepts of the Liveable Community Plan (see below). The Liveable Community Plan is part of the Community Plan 2025, which summarises the community aspirations of the people of Bayside.



The Public Toilet Strategy 2019 – 2023 contribute towards the domains of liability in the Community Plan concerned with Environment, Community Health/Participation and Infrastructure. It also supports activities in Bayside's Open Space and Activity Centres.

The Bayside City Council: Council Plan 2017 – 2021 also includes a specific objective to 'meet community and visitor amenity needs in relation to the location, safety, and quality of public toilets'. The actions proposed in the Public Toilet Strategy 2019 - 2023 address this objective.

5. Scope

This Strategy encompasses all public toilet facilities within Bayside, with the exception of those toilets that are located in Council buildings such as public libraries, maternal and child health care centres, and the Corporate Centre. Those toilets not included within the scope are managed as components of their larger 'parent' facility.

The Strategy also does not recommend improvements on toilets that are already under construction, recently implemented, or scheduled for construction within the near future. Public toilets that have been considered under Council Precinct Masterplans or the Bayside Sportsground Pavilion Improvement Plan are also not considered under this Strategy.

6. Key principles

Public toilet amenities are considered an essential service by the Bayside community that support a greater use of recreational sportsgrounds, open space reserves, and civic spaces. There is an expectation that such facilities are clean, comfortable and located in areas of high demand.

A key feature of this Strategy is the approach to prioritisation of works to improve public toilets in Bayside, which considers the following criteria:

- Demand
- Performance
- Accessibility
- Safety

These criteria are explained in more detail in the following section 10. *Key issues, findings and methodology*.

7. Vision statement

Public toilets in Bayside are comfortable, clean, safe, and functional and cater to the broad community, providing at least one compliant accessible cubicle, and fit-out with baby change tables and sharps bins.

Public toilets in high-demand areas are also attractive structures that enhance the amenity of Bayside's popular reserves and civic centres.

8. Goals and strategic objectives

The key objectives of the *Public Toilet Strategy 2019 -2023* are to:

1. Improve Bayside's public toilet facilities with a four-year capital works program;
2. Plan new toilets and upgrades to meet current levels of service and cater to key hubs of activity; and
3. Public toilets are cleaned and maintained to a high standard of service.

The strategic objectives of the Public Toilet Strategy 2019 - 2023 is to continue to provide public toilets to a high standard, with the greatest emphasis on those that are in highest demand, most sensitive locations (e.g. activity centres, tourism nodes, foreshore), poorest condition, poor accessibility and public safety.

9. Key issues, findings and methodology

Determining Priorities

As part of this Strategy review, Bayside City Council engaged an independent consultant to inspect existing public toilet facilities and assess each facility against several criteria. The most significant of these criteria were based upon how well the facility was assessed in terms of demand, performance, accessibility, and safety. For each criteria, a ranking between 1 and 5 was given; a higher score indicates a priority for renewal/upgrade, a lower score indicates that the facility is performing adequately and requires no immediate improvement work. An equal weighting has been assigned to each of the primary criteria.

The four primary criteria for determining priorities were defined as follows:

- **Demand** – the user-driven demand of the facility, including sensitivity of the location. A high number indicate a high profile building that will be regularly used and/or seen;
- **Performance** – a measure of the comfort, physical condition, and quality of the facility and its internal fittings. A high number indicates a facility in poor condition that does not suit the needs of the user;
- **Accessibility** – a measure of how accessible the facility is for people with disabilities, and the compliance of the facility with modern standards. A high number indicates a facility where the entrance, internal dimensions, and pathway do not meet relevant standards, and there is no nearby accessible parking;
- **Safety** – a measure of the safety of the facility in terms of its physical location, lighting, opportunities for concealment, and measure of casual surveillance by those passing by (typical CEPTD principles). A high number indicates a facility that is isolated, with obstructions that offer opportunities for concealment, and is perceived by users to be unsafe;

Using this methodology, a list of 15 'high priority' works have been identified (shown in in Table 1) which shall form the basis of the Public Toilet Strategy 2019 – 2023 as shown. The final capital works program (see Action Plan objective 1) does not include toilets being replaced throughout different Council programs such as the Sportsground Pavilion Improvement Plan, or various precinct Masterplans (these toilets are shaded in grey in Table 1). Such facilities include the Brighton Life Saving Club and Brighton Beach toilets, which are subject to the Dendy Street Beach Masterplan, and the toilets at Black Rock Gardens which shall be replaced under the Black Rock Gardens Masterplan.

Table 1: High priority facilities for upgrade/renewal

(*facilities shaded in grey being addressed under Pavilion Improvement Plan/Masterplans etc)

BCC Toilet Ref #	Location	Suburb	Demand	Performance	Access	Safety
30	Key Street	Beaumaris	4	4	5	3
6	Trevor Barker Oval Pavilion	Sandringham	4	4	5	3
35	Beaumaris Foreshore (Life Saving Club)	Beaumaris	4	3	5	3
1	Elsternwick Park (St Kilda Street Car Park)	Brighton	3	4	5	3
45	Sillitoe Reserve	Hampton	4	3	4	3
11	Black Rock Gardens foreshore	Black Rock	2	4	5	4
31	Brighton Beach foreshore (Kinane Street)	Brighton	3	4	5	4
57	Spink Street	Brighton	4	3	5	3
40	Spring Street Football Pavilion	Sandringham	3	4	5	3
53	Well Street Car Park	Brighton	3	3	5	3
42	Trevor Barker Oval Shelter	Sandringham	3	3	5	3
51	Thomas Street Car Park	Hampton	3	4	5	3
37	Ricketts Point Foreshore	Beaumaris	4	4	5	3
50	Thomas Street Reserve	Hampton	2	3	5	3
24	Green Point foreshore	Brighton	3	3	4	3
9	Beaumaris Concourse	Beaumaris	3	3	4	3
15	Brighton Beach (Life Saving Club)	Brighton	1	4	5	3

It is noted that facilities not identified for upgrade or replacement must still be inspected, cleaned, and maintained regularly to ensure that defects are repaired and facilities are kept operational.

Identifying Demand for New Public Toilet Facilities

For a new facility to be considered, it needs to satisfy one or more of the following criteria:

- Located in a busy or high-profile node (e.g. Activity Centre or Transport Hub), or a location of high demand generally (i.e. foreshore, open space, and recreation areas);
- Where there is demand for a new facility, identified through community engagement (such as the process for the development of a foreshore Masterplan);
- The location of an existing toilet is not appropriate, from a Crime Prevention Through Environmental Design (CPTED) perspective, or is otherwise considered 'unsafe';
- An existing facility is not considered to be accessible within the meaning of the *Disability Discrimination Act 1992*, and is unable to be suitably upgraded;
- A lack of public toilets encourages undesirable antisocial behaviour (e.g. public urination/defecation).

Using these criteria, a new public toilet facility is been recommended for **Green Point** in Brighton, located in the carpark area to service the needs of beach users, walkers, and visitors to the municipality.

After a period of internal consultation which included the Recreation, Open Space, Disability Inclusion, Capital Delivery, and Maintenance teams, a draft Strategy was prepared and released for public exhibition and feedback between 7 September and 7 October 2018. The draft was advertised via social media, print media, and flyers in council buildings, with the public invited to leave comment on the 'Have Your Say' page or in person at a community drop in session.

Council specifically requested feedback regarding the proposals to construct a new toilet at Green Point and three new Changing Place facilities, and the removal of an existing toilet at Table Rock (due to safety concerns). An overwhelming number of respondents felt strongly that the toilet at Table Rock be retained in some form, but several agreed that the current structure and location was undesirable. The proposal to construct a new facility at Green Point was also considered generally popular, provided that the heritage and amenity value of the area was not adversely affected. The three proposed Changing Places were considered important by a small number of people; however, the location of these facilities to generate maximum benefit is still a matter of consideration. A number of submissions concerned the list of proposed works, the Strategy in general, the supply of toilets, the design of modern facilities, and frequency of cleaning and maintenance. These comments were forwarded to relevant internal teams, and/or included in the Strategy.

The public was also supportive of a proposed facility at Green Point, provided that it was implemented with care. There was enthusiasm for Council to improve disability access to public toilets, and respondents were generally supportive of the proposal to introduce Changing Places into the existing public toilet asset stock. A number of submissions referred to the cleaning frequency, maintenance standards, design, and location of public toilets. These comments were referred to relevant council teams for further consideration.

The feedback received was considered in the finalisation of the *Public Toilet Strategy 2019 – 2023*.

10. Background

History

Council currently manages a total of 62 public toilets that are considered within the scope of this Strategy. Historically, toilets have been constructed in an ad-hoc manner; there are a mix of council-constructed facilities and toilets built by community groups on Council land which were added to Council's asset register. Some structures were built to comply with varying standards of the time (many of which have been superseded), while some were built to no standard at all.

Generally speaking, most public toilets are in good structural condition, with council having addressed major defects over time. Those public toilets located in civic areas have generally been maintained to a higher standard; however some facilities along the foreshore or within open space reserves, are no longer fit for purpose.

The asset stock consists largely of freestanding or attached brick or mass concrete structures. These have generally performed well over time, and those facilities that have been regularly maintained and renewed are acceptable from a structural and fitout perspective. Many brick structures do not comply with modern accessibility and CPTED standards, and refitting them to comply is not always possible.

Between 1990 – 2010, Council constructed several automated facilities, which were popular in Australia during this time. While the automated facilities were initially popular, over time they have proven expensive and difficult to maintain, susceptible to mechanical breakdown, and have lost favour with the community. It is recommended that automated facilities be phased out over time, as they reach the end of their useful lives.

Bayside's current standard of public toilet was first used in 2014 (see Figure 2 below), with construction of a replacement public toilet at the Middle Brighton Baths. In contrast with the automated toilets installed over the previous two decades, the new toilet was designed to be simple to construct and maintain, yet robust and resistant to vandalism and graffiti. The toilet constructed at the Middle Brighton Baths consisted of two ambulant cubicles and one accessible cubicle, each with an independent handwashing basin. This standard has been used in several new public toilets constructed since 2014, including Basterfield Park, Elsternwick Park, and the Southey Street foreshore. This design is considered 'scalable' (to a point) and can be expanded from this minimum requirement to include additional ambulant cubicles.



Figure 2: Middle Brighton Baths public toilet, constructed in 2014

Two new toilets using a more innovative design were also constructed at Jetty Road in 2016. Given the high amenity value of the foreshore, these toilets were designed to blend in with the native vegetation which runs along the Sandringham foreshore. This design was prepared specifically for this location; however a similar design may be considered for areas of high amenity and sensitivity, such as the facility proposed at Green Point.

Previous strategy

Since the adoption of the *Public Toilet Strategy 2012*, Bayside City Council has been active in building new/upgraded public toilet facilities throughout the municipality.

Some projects that Bayside has recently delivered include:

- Two new facilities at Dendy Park, adjacent to the playground and barbeque areas;
- Two replacement public toilets supporting open space reserves in Basterfield Park and Elsternwick Park;
- Two new facilities on the Bayside foreshore at the Middle Brighton Baths in Brighton and Southey Street in Sandringham;
- Two new high-profile facilities along Jetty Road, servicing the Sandringham foreshore.

Bayside's Sportsground Pavilion Improvement Plan has also resulted in modern public toilet facilities being attached to new sporting pavilions throughout the municipality, including Dendy Park, Banksia Reserve, and Hurlingham Park. Further pavilion upgrades are currently being planned or implemented, which shall result in additional improved facilities.

The intent of the *Public Toilet Strategy 2012* was to provide simple high-quality facilities that are easily managed and considered comfortable and safe by the broader community. Council has begun to replace older automated facilities, which have been expensive and difficult to manage and maintain (being prone to electronic and mechanical breakdown), and may not meet modern accessibility requirements. This work will continue as these assets reach the end of their useful life, or are deemed unable to provide an adequate service to the community.

Generally speaking, the *Public Toilet Strategy 2012* has been successful in guiding the improvement of the existing public toilet asset stock. The new Strategy is intended to build off this success, while providing a greater emphasis upon safety and accessibility and providing a clear program of works over the next four years.

Key stakeholders

This Strategy was prepared by the Assets and Investigation team. Key internal stakeholders included the Recreation (particularly the Disability Inclusion officer), Open Space, Capital Delivery, Maintenance, and Urban Design teams.

Community consultation was also critical to the final development of the program.

11. Infrastructure/ assets

There are 62 public toilet facilities in Bayside within the scope of the Public Toilet Strategy 2019 – 2023. The individual facilities are located below in Figure 2, divided into those which service Recreational Sportsgrounds, Open Space Reserves, and Civic areas.



Figure 2: Public Toilets managed by Bayside City Council

12. Financial analysis

The proposed program of works are expected to cost \$1.4 million to implement over the next four years, which is within the settings of the Council's long term financial plan. Budget allocations of new/replacement toilets will be considered during the annual capital works budget deliberation process. An additional annual allowance of \$75,000 for 'minor works', will focus on minor renewal/upgrade/compliance works where an existing facility is to be retained.

13. Implementation and reporting

The progress of the implementation of the Public Toilet Strategy 2019 – 2023 will be presented in quarterly performance reports and annually in the Bayside Annual Report.

14. Appendices

Design of New Public Toilets

As discussed in Part 10, new public toilet facilities are based upon a design prepared for the Middle Brighton Baths, and modified to suit a specific site. New facilities are designed to be robust yet high quality, simple to manage, and inexpensive to construct and maintain. By default, new public toilets shall include a minimum of one ambulant and one accessible unisex cubicles, each with individual handwashing basins and sharps bins, and at least one baby-changing table per facility. Additional cubicles shall be provided depending upon the perceived demand of the facility.

In some high profile areas, a more architecturally innovative design may be used (such as Jetty Road, which were intended to blend in with the natural foreshore environment and be of low visual impact). While this specific design may be reused by council in the future, it is noted that this was a specific response to the local environment for a high-profile site. Other cases where a more innovative design may be utilised include the proposed new public toilet at Green Point, where there is significant heritage and amenity value.

An improved focus of the Public Toilet Strategy 2019 - 2023, is to determine how appropriate existing facilities are in terms of safety and accessibility for all users. New facilities shall attempt to meet basic 'Crime Prevention through Environmental Design' (CPTED) principles where possible, by improving passive surveillance and accessibility, and reducing opportunities for concealment and antisocial behaviour. Council has also placed greater emphasis on providing facilities for people with disabilities, and improving parking and pathway access.

Replacement of Existing Public Toilets

Replacement of existing public toilets will generally be considered only where an existing facility fails to provide an appropriate level of service in terms of access, condition, or CPTED requirements. Older facilities which meet basic requirements will generally be upgraded, refurbished, or reconfigured, rather than replaced. Due to the challenges involved with reconfiguring an existing structure, gender-specific areas shall typically be retained (rather than new facilities which shall provide unisex cubicles by default).

Changing Places

Official design standards for Changing Places may be obtained from changingplaces.org.au. It is recommended that facilities are constructed in accordance with these standards, bear the 'Changing Places' logo, and are entered on the national register (for ease of finding a nearby facility). People who wish to use these facilities can apply for a key which can open all national Changing Places. Applications for this key may be obtained from the Changing Places organisation.



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We acknowledge the Boonwurrung people of the Kulin Nation as the traditional owners of this land and we pay respect to their Elders past and present.

We acknowledge that together we share a