

# PUBLIC TOILET PLAN – Background and Technical Document 2023

D23/194415



# Document Control

<b>Record Number</b>	D23/194415
<b>Date Created</b>	7 July 2023
<b>Next review date</b>	30 June 2027
<b>Business Unit</b>	Delivery and Assets
<b>Responsible Officer</b>	Asset Management Coordinator
<b>Date of Approval</b>	11 December 2023

# Table of Contents

---

<b>COVER PAGE</b> .....	<b>1</b>
<b>DOCUMENT CONTROL</b> .....	<b>2</b>
<b>TABLE OF CONTENTS</b> .....	<b>3</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>4</b>
<b>INTRODUCTION</b> .....	<b>7</b>
OVERVIEW .....	7
WHY PLAN FOR PUBLIC TOILETS?.....	8
WHERE DOES COUNCIL NEED TO ENSURE THERE ARE PUBLIC TOILETS? .....	9
PROJECT SCOPE .....	9
BANYULE PUBLIC TOILET PLAN .....	12
BENCHMARKING .....	12
POLICY CONTEXT .....	12
<b>PROJECT METHODOLOGY</b> .....	<b>14</b>
SITE AUDIT .....	14
CONSULTATION AND ENGAGEMENT .....	17
SPATIAL ANALYSIS .....	19
<b>BANYULE’S PUBLIC TOILETS</b> .....	<b>20</b>
VISION AND OBJECTIVES.....	20
DISTRIBUTION .....	21
USAGE.....	25
HYGIENE & MAINTENANCE.....	26
ACCESSIBILITY.....	29
GENDER IMPACT ASSESSMENT.....	33
DESIGN & SUSTAINABILITY.....	34
LOCATION & SITING .....	39
<b>ACTION PLAN</b> .....	<b>43</b>
KEY ACTIONS .....	44
CAPITAL WORKS PLAN FOR EXISTING TOILETS.....	49
CAPITAL WORKS PLAN FOR NEW TOILETS.....	51
FINANCIAL IMPLICATION .....	54
<b>APPENDICES</b> .....	<b>58</b>
APPENDIX A: TERMS USED IN THIS REPORT .....	58
APPENDIX B: STAR RATING ASSESSMENT CRITERIA AND A SAMPLE CALCULATION.....	59
APPENDIX C: CONDITION RATING AND DESCRIPTION .....	60
APPENDIX D: COMMUNITY CONSULTATION OUTCOME .....	61
APPENDIX E: TOOLKIT .....	67

# Executive Summary

---

The Banyule Public Toilet Plan sets out a ten-year plan to guide the provision of Council owned and managed public toilets across the municipality. This is the review of Council's first Public Toilet Plan adopted in 2018 and is the product of a collaborative process with local communities, Council staff and key user groups.

The vision for all public toilets in Banyule is:

**"To ensure there is adequate provision of public toilets within Banyule, that are accessible for all users in areas of high public use, by working in partnership with other stakeholders."**

This Plan is underpinned by five key objectives:

- Work co-operatively with key stakeholders, to ensure that there is a comprehensive and well-connected network of accessible public toilets at key locations in areas of high public activity in Banyule.
- Maintain toilets managed by Council to a standard of cleanliness and hygiene to enhance the health and wellbeing of all public toilet users.
- Ensure that public toilets are accessible to people of all ages and abilities and promote their location to all residents and visitors.
- Advocate for quality and environmentally sustainable design in all public toilet facilities.
- Improve the amenity and safety of public toilets through appropriate siting and design.

The number of toilets owned and managed by Council are ageing and don't meet modern design and access standards.

This plan has been revised and updated following a comprehensive Community Consultation and Gender Impact Assessment (GIA).

## Community Consultation

The first revision of the Plan was prepared following community consultation in April - May 2023, as well as internal stakeholder consultation.

The following methods of engagement were used for community consultation.

- Shaping Banyule survey
- Intercept survey
- Community Advisory Committees
- Banyule social media (Instagram and Facebook)

545 community members provided feedback. 64% of people that participated are women and 85% are more than 35 years old.

The revised Plan was shared with the community in September-October 2023 on Shaping Banyule to seek further feedback. Hardcopies of the plan were also made available in Ivanhoe Library and Cultural Hub, Council Office, Rosanna Library and Watsonia Library. Council received a total of 50 responses from the community during this engagement. 56% of respondents supported the draft Plan, including the 10 year works program and action plan, 28% of respondents did not support and 16% of respondents were unsure.

## Gender Impact Assessment

The subject matter has been considered in accordance with the requirements of the Section 9 of the Gender Equality Act 2020. As a result of the GIA, the following recommendations were made to reduce gender inequality and promote gender equality:

- Undertake consultation and engagement with the local community and conduct a Gender Impact Assessment prior to the development and installation of a new public toilet.

- Determine a standard practice for the configuration of cubicles that best achieves a balance between inclusivity, practicality, and value for money.
- Investigate an alternative approach for the community to send a request to Council by using QR code for cleaning and maintenance of public toilets.

## Summary of the Plan

The Banyule Public Toilet Plan sets out:

- A suite of recommendations and other actions to improve the standard of existing and new public toilets in Banyule.
- A renewal and upgrade program of Council owned and managed public toilets.
- A program for constructing new toilets based on a gap analysis.
- A toolkit to guide assessment of public toilets. The toolkit comprises:
  - Condition Rating Assessment
  - Star Rating Assessment Criteria
  - Service Hierarchy Framework
  - Schedule of Fixtures and Fittings
  - Assessment Framework
  - Design and Siting Principles

## Recommendation and Action Plan

39 actions have been identified or carried over from the original plan for continuous improvement and better management of Council's public toilets. This action plan has been developed and reviewed through internal stakeholder consultation. Two actions may require additional budget of \$120,000, which may be considered in future initiatives/capital works program. Other actions are proposed to be undertaken using existing operating or capital budget.

## Renewal and Upgrade Program

A detailed condition audit of all toilets across Banyule was undertaken. This audit included physical condition inspection of each toilet to assist in determining remaining useful life of toilet facilities and their renewal requirements. Community feedback was also considered to prepare the renewal program.

This plan proposes renewal of the following 12 toilets over the next 10 years, which will cost approximately \$4.5 million.

- James Reserve Public Toilet
- Greensborough War Memorial Park East Toilet
- Warringal Parklands/Heidelberg Park/Possum Hollow Public Toilets
- Poulter Reserve Public Toilet
- Chelsworth Park Public Toilet
- Ivanhoe Park Public Toilet
- Price Park Public Toilet
- Kalparrin Gardens Public Toilet
- Greenwood Reserve Public Toilet
- Greensborough Park Public Toilet

Council also carried out a STAR rating assessment of each toilet. This assessed functional inefficiencies of each toilet, which require an upgrade. It has been identified for 28 toilets to be upgraded to meet 4 STAR rating proposed by the community. It will cost approximately \$200,000 for upgrade works and an ongoing operating cost of \$5,500 annually.



## Proposed New Toilets

A gap analysis, considering proximity to activity centres and open space/parks, as well as community feedback has been used to identify priority locations for additional toilet facilities. Six new toilets are proposed over the next 10 years as the outcome of this exercise as follows:

- Rosanna Parklands\*
- East Ivanhoe Village
- Aminya Reserve
- Burke Road North Reserve
- Sparks Reserve
- Plenty River Drive Reserve

\* Subject to the investigation of recommissioning the existing public toilet block at Macleod Park (adjacent to the oval).

Installation of these six new toilets will cost approximately \$2.94 million. Each project is proposed to be implemented across a two-year period:

Year 1 - Community consultation, GIA and design

Year 2 - Construction

Requirement and siting of new toilets will be identified through community consultation and the GIA outlined above.

## Financial Summary

Financial implication of the proposed plan in the 10 year capital works program is summarised below. It includes replacement of 10 existing toilets, upgrading all toilets to 4 STAR rating and installation of six new toilets, which will improve the level of service significantly.

Year	Replacement & Upgrade		New Installation		Operating Cost Increase	Variation (Current Allocation – Proposed)
	Proposed	Current CWP Allocation	Proposed	Current CWP Allocation		
2024/25	\$200,000	\$575,000	\$0	\$0	\$0	\$375,000
2025/26	\$320,000	\$650,000	\$30,000	\$0	\$5,500	\$294,500
2026/27	\$430,000	\$550,000	\$500,000	\$0	\$5,500	-\$385,500
2027/28	\$700,000	\$365,000	\$30,000	\$0	\$20,500	-\$385,500
2028/29	\$860,000	\$625,000	\$535,000	\$0	\$20,500	-\$790,500
2029/30	\$460,000	\$710,000	\$445,000	\$0	\$35,500	-\$230,500
2030/31	\$470,000	\$650,000	\$460,000	\$0	\$42,500	-\$322,500
2031/32	\$480,000	\$790,000	\$480,000	\$0	\$49,500	-\$219,500
2032/33	\$490,000	\$770,000	\$460,000	\$0	\$56,500	-\$236,500
2033/34	\$500,000	\$770,000	\$0	\$0	\$63,500	\$206,500
<b>Total</b>	<b>\$4,910,000</b>	<b>\$6,455,000</b>	<b>\$2,940,000</b>	<b>\$0</b>	<b>\$299,500</b>	<b>-\$1,694,500</b>

Proposed work program would require an estimated \$1.69 million more in the next 10 years. It includes construction of six new toilets throughout the municipality and increased operating cost due to the provision of new toilets and upgrading other toilets to 4 STAR rating. The additional toilets and upgrade works will improve the level of service significantly.

# Introduction

## Overview

The Banyule Public Toilet Plan sets out a framework to guide the future planning and provision of public toilets throughout the municipality.

The City of Banyule plays a central role in the planning and provision of public toilets. In addition to maintaining the public toilets that Council directly owns or manages, there is a potential to also partner with other stakeholders to ensure that there are adequate public toilets in areas with high levels of public activity.

The Plan establishes a vision for public toilets in Banyule, complemented by a series of objectives and principles to guide the renewal, upgrade and decommissioning of existing public toilets. It also identifies where new toilet facilities are required in future. The Plan includes a capital works program to improve the distribution and quality of facilities and a Toolkit to assist Council in determining future priorities and community needs.

The development of the Banyule Public Toilet Plan was originally undertaken over five stages, as illustrated in Figure 1.



**Figure 1 – Stages of Developing the Toilet Plan**

This 2023 review of the Public Toilet Plan was also undertaken over multiple stages:

**Stage 1** involved an extensive review of Public Toilet Plan 2018 and 10 Year Asset Plan. An audit and inspection of each public toilet in Banyule was undertaken to assess the condition and quality of each facility. The audit assessed a number of design and siting considerations such as location, accessibility of toilets, level of cleanliness, safety and condition. Council also carried out a condition audit in 2020 to assess physical condition of each toilet.

**Stage 2** included identifying issues and opportunities in preparation of internal stakeholder consultation and community consultation.

**Stage 3** focused on community consultation and internal stakeholder consultation. The following methods of engagement were used for community consultation.

- Shaping Banyule survey
- Intercept survey
- Community Advisory Committees
- Banyule social media (Instagram and Facebook)

An overview of the consultation findings is contained in **Appendix D**.

**Stage 4** included preparing the draft Public Toilet Plan incorporating gap analysis, priority and community feedback.

**Stage 5** included preparing the Final Public Toilet Plan incorporating gap analysis, priority and community feedback.

The Banyule Public Toilet Plan sets out:

- An action plan for renewal, upgrade, replacement and decommissioning of Council owned and managed public toilets.
- A plan for installing new toilet facilities where required.
- A suite of recommendations and other actions to improve the standard of public toilets in Banyule.
- Best practice siting and design guidelines to improve the provision of toilets.
- A Toolkit to guide the delivery of public toilets outside the capital works plan.

## Why Plan for Public Toilets?

Public toilets provide an essential piece of community infrastructure which contribute to the enjoyment and amenity of Banyule. Changing community needs, attitudes and advances in technology have led to different approaches to the design, location and function of public toilets.

The Council Plan identifies six priority themes as follows:

- Our Inclusive and Connected Community
- Our Sustainable Environment
- Our Well-Built City
- Our Valued Community Assets and Facilities
- Our Thriving Local Economy
- Our Trusted and Responsive Leadership

Each of these themes seek to enhance community participation and inclusion through the promotion of safe environments that support the health and wellbeing of all residents and visitors to Banyule.

As Banyule strives for a healthier and more equitable community, there is a greater focus on walkable, accessible and safer public places and spaces. Well located and designed public toilets are an important part of this aspiration.

## Council's Approach

Banyule City Council recognises the need for public toilets in areas of high public activity. It is also recognised that Council, is only one of several stakeholders who provide access to toilets.

## Role of Council

Council has a responsibility to its ratepayers to ensure prudent use of public funds, and to ensure an appropriate due diligence process is undertaken before embarking on any capital investment in new public toilet infrastructure. On a case-by-case basis Council will ensure:

- There is no unnecessary duplication with commercial, or other public sector toilet providers
- It has investigated the potential for other providers to address community need
- It has identified any potential partners who could share the responsibilities and costs of providing a new public access toilet.



## Where does Council Need to Ensure There are Public Toilets?

Key locations where Council have a role in ensuring public toilets are either provided, or adequately sign posted, are:

- In high public use activity nodes, such as commercial areas
- Civic hubs, such as around libraries, municipal offices, community centres, etc.
- Regional and significant neighbourhood parks
- Regional trails
- Sporting hubs
- In public facilities provided by or managed by Council.

## Minimising Duplication

A fundamental part of Council's position in relation to the provision of public toilets is to avoid any unnecessary duplications by:

- Developing partnerships and/or agreements with private providers, such as shopping centre owners, local traders groups and other public sector organisations in relation to public toilet provision.
- Providing information to the public on the location of existing public toilets; e.g. maps, brochures, council website. Where possible in partnership with other stakeholders, e.g. traders groups.
- Ensuring there is well located, clear sign posting in high public use areas, where possible in partnership with other stakeholders.

## Project Scope

The ownership and governance of public toilets can be complex and there are a variety of stakeholders with a responsibility to provide public toilets. Currently Council is a key stakeholder in the provision of public toilets in Banyule. Council owns and manages 57 public toilet facilities across Banyule as shown in Figure 2. List of the toilets and their numbers are summarised in Table 1 to locate in them in the figure.

There are also other types of toilets which are often available for public use, however these are generally not owned by Council.

## Other Public Toilets

There are a range of other public toilets available for use in community buildings and at key locations throughout Banyule. These include libraries, recreation centres and train stations. Not all of these locations are managed by Council and the availability of these facilities is usually limited to opening hours of the facility.

## Private Toilets

There are also a range of non-Council toilets distributed throughout Banyule's commercial areas including shops, cafés and entertainment hubs. These toilets are privately owned and are usually located in areas with high volumes of pedestrian activity such as large shopping centres, service stations or food and drink premises.

Although these toilets supplement Council's own network, the usage of these facilities is generally expected in conjunction with a transaction, for example the purchase of petrol or other goods. These facilities are not advertised as 'public toilets' and are intended to service the needs of paying customers.



Figure 2: Existing Public Toilet Network in Banyule

**Table 1: List of Toilets and Their Numbers to Locate them in the Maps**

<b>Toilet Number</b>	<b>Toilet Name/Location</b>	<b>Toilet Number</b>	<b>Toilet Name/Location</b>
1	A K Lines Reserve Public Toilet	30	Malcolm Blair Reserve Public Toilet
2	Anthony Beale Reserve Pavilion Public Toilet	31	Montmorency Park North Oval Public Toilet
3	Banyule Flats Reserve Public Toilet	32	Nellie Ibbott Reserve Public Toilet
4	Binnak Park - Central Public Toilet	33	NETS Stadium
5	Binnak Park - North Public Toilet	34	Olympic Park Pavilion (Kelly Pavilion Public Toilet)
6	Cape Street Car Park Public Toilet	35	Olympic Park South Public Toilet
7	Cartledge Reserve Public Toilet (Part Pav)	36	Partington's Flats Public Toilet
8	Central Park Pavilion Public Toilet (Part Pav)	37	Petrie Park Public Toilet (Part Pav)
9	Chelsworth Park Public Toilet (Part Pav)	38	Possum Hollow Public Toilet
10	Cyril Cummins Reserve Public Toilet	39	Poulter Reserve Public Toilet
11	Cyril Cummins Reserve Public Toilet (Hockey)	40	Price Park Public Toilet
12	Cyril Cummins Reserve Public Toilet (Tennis)	41	Rosanna Station Public Toilet
13	Elder Street Public Toilet (Part Pav)	42	Shelley Park Public Toilet
14	Fell Reserve Public Toilet	43	Telfer Reserve - East Public Toilet
15	Ford Park Public Toilet (Part Pav)	44	The Mall Public Toilets & Shelter
16	Greensborough Park Public Toilet	45	Viewbank Reserve Public Toilet
17	Greensborough War Memorial Park - East Public Toilet	46	Warrawee Park Public Toilet
18	Greensborough War Memorial Park - West Public Toilet	47	Warringal Cemetery Public Toilet
19	Greenwood Reserve Public Toilet	48	Warringal Parklands Public Toilet
20	Heidelberg Park Public Toilet	49	Waterdale Road/Norman Street Public Toilet
21	Ivanhoe Library and Cultural Hub	50	WaterMarc
22	Ivanhoe Park Public Toilet	51	Watsonia Library
23	James Reserve Public Toilet	52	Watsonia Shopping Centre Public Toilet
24	Kalparrin Gardens Public Toilet	53	Willinda Park Public Toilet (Part Store)
25	Lower Plenty Shopping Centre Public Toilet	54	Yallambie Park Public Toilet
26	Loyola Reserve Public Toilet	55	Yulong Reserve - East Public Toilet
27	Macleod Park Public Toilet	56	Yulong Reserve - West Public Toilet
28	Macleod Shopping Centre Public Toilet	57	Montmorency Shopping Centre Public Toilet (Newly Constructed – No assessments conducted)
29	Malahang Reserve Public Toilet		

## Banyule Public Toilet Plan

This Plan focuses on Council owned and managed public toilets. It excludes toilets located in libraries and other council run buildings. The 57 public toilet facilities Council owns and manages have been the subject of an audit and other analysis.

Toilets located in privately run buildings are not included within this evaluation. These may include toilets in cafes, shopping centres or other private recreational buildings.

It is acknowledged that these private toilets provide an important service to particular locations and catchments. This Plan will not make recommendations for these toilets, however it does take into account the role in which they play in overall levels of provision and prioritisation of new facilities.

## Benchmarking

A review was undertaken to compare the provision and prioritisation of public toilets with other local municipalities. Adjacent municipalities such as Darebin, Boroondara, Nillumbik and Manningham were analysed to identify public toilet standards and where public toilets may be located just beyond Banyule's municipality.

Other city councils generally classify their public toilets as either standalone facilities or co-located facilities. Less frequent classifications included:

- Pavilion based facilities
- Automated facilities
- Facilities within Council buildings

Prioritisation of public toilet locations is generally consistent across all of the municipalities. The highest priority areas are locations with high pedestrian traffic such as activity centres, civic buildings and public spaces. Lower priority locations included neighbourhood and local parks, sport pavilions and walking/shared trails.

With regard to the role of private public toilets, all other municipal strategies reviewed noted their significance. While they were not included in other strategies, the role that they play within the community is broadly considered when planning for the future of Council owned public toilets.

## Policy Context

The Plan complements Banyule's Council Plan in supporting a safe, healthy, vibrant and connected community, our valued community assets and facilities, fostering a well-built city and promoting the importance of a sustainable environment.

The Banyule Public Toilet Plan intersects with a range of existing plans and strategies. In particular, it strongly supports the three themes of Council's Plan as follows:

### Our Well-Built City

A well planned, sustainable and liveable place that caters for all our current and emerging communities, where our local character and environment is protected and enhanced.

### Our Valued Community Assets and Facilities

As Custodians of our community, assets, facilities and services, we work to ensure that they are affordable, sustainable, evenly distributed, safe and accessible for all ages and abilities and designed to provide meaningful experiences and connections.

### Our Inclusive and Connected Community

A safe, healthy, vibrant and connected community where people of all ages and life stages love to live, work and stay; diversity and inclusion are valued and encouraged.

The Public Toilet Plan sits under the theme of our valued community assets and facilities.

Figure 3 below shows the relationship of other Council plans and strategies and the correlation with the Public Toilet Plan.

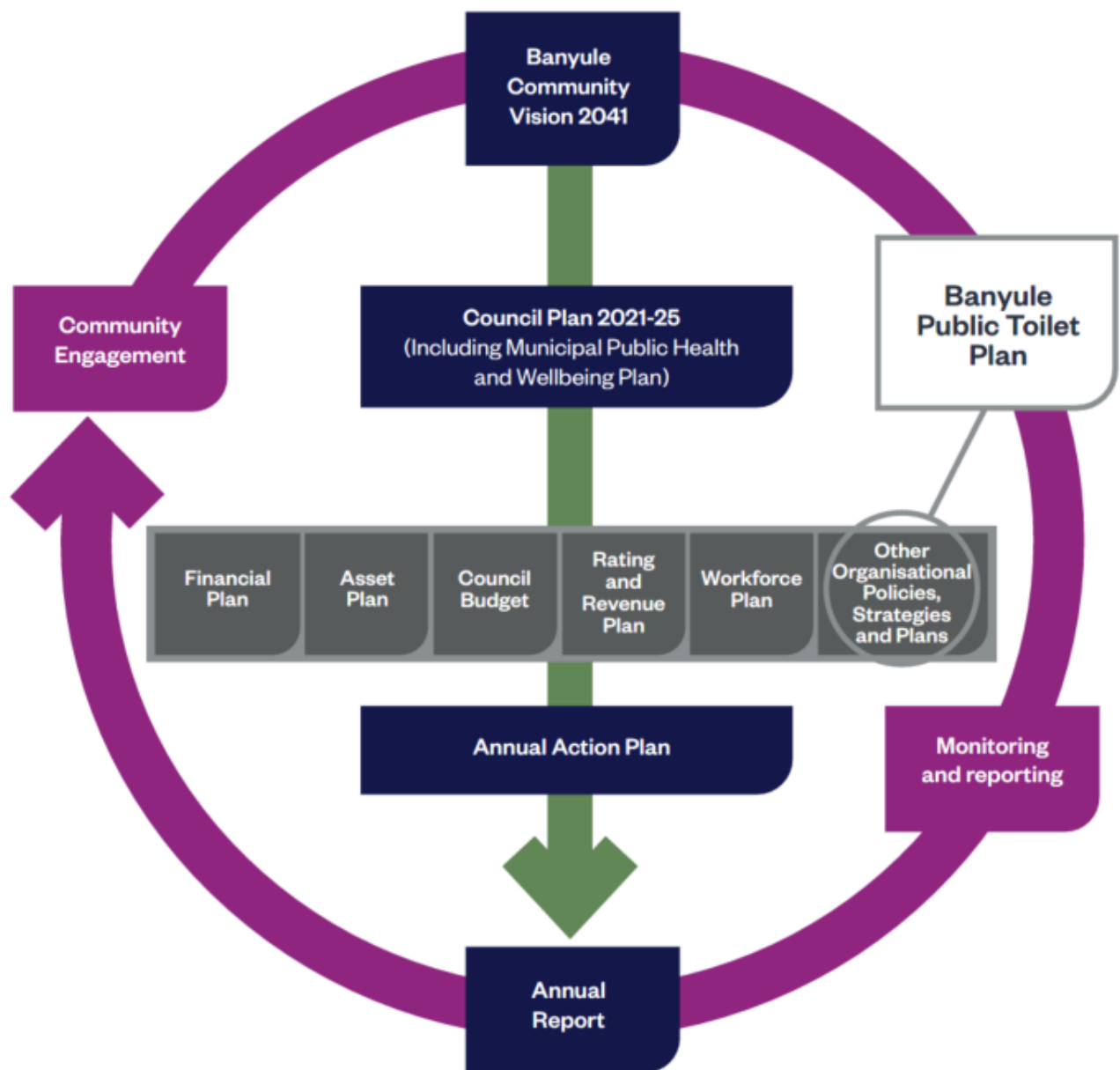


Figure 3 – Strategic Context



# Project Methodology

## Site Audits

Audits of Council's public toilet facilities included two types of inspections:

- STAR Rating assessment to assess the functionality and suitability of each facility. It helps identify features to be upgraded.
- Condition inspection to understand remaining useful life of toilets. It is required to inform the toilet renewal program.

## STAR Rating Assessment

A site audit was undertaken for this updated plan in 2022, utilising a STAR rating system to determine the overall functionality of each public toilet. The results of the audit have contributed to the review and updating of the capital works including upgrade required for each toilet. The STAR rating system was developed by reviewing available practice in other councils and other industry standards. The STAR rating audit utilised six primary themes comprising:

- Sustainable Design
- Crime prevention through Environmental design Principles (CPTED)
- Accessibility
- Structural features
- Cleanliness and Tidiness
- Ancillary Features

Each toilet was assessed within a STAR rating, ranging from 1 to 5 with 5 being the highest rating and 1 being the lowest. Criteria used to assess STAR rating and a sample calculation are included in **Appendix B**.

The results of STAR rating assessment are shown in Figure 4. It identified that 28 toilet facilities within Banyule are rated 4 - STAR. Banyule's public toilet network is characterised by an aging building stock consisting of many older toilets constructed with a low STAR Rating. Many facilities do not meet modern day expectations or standards in relation to design, accessibility and safety.

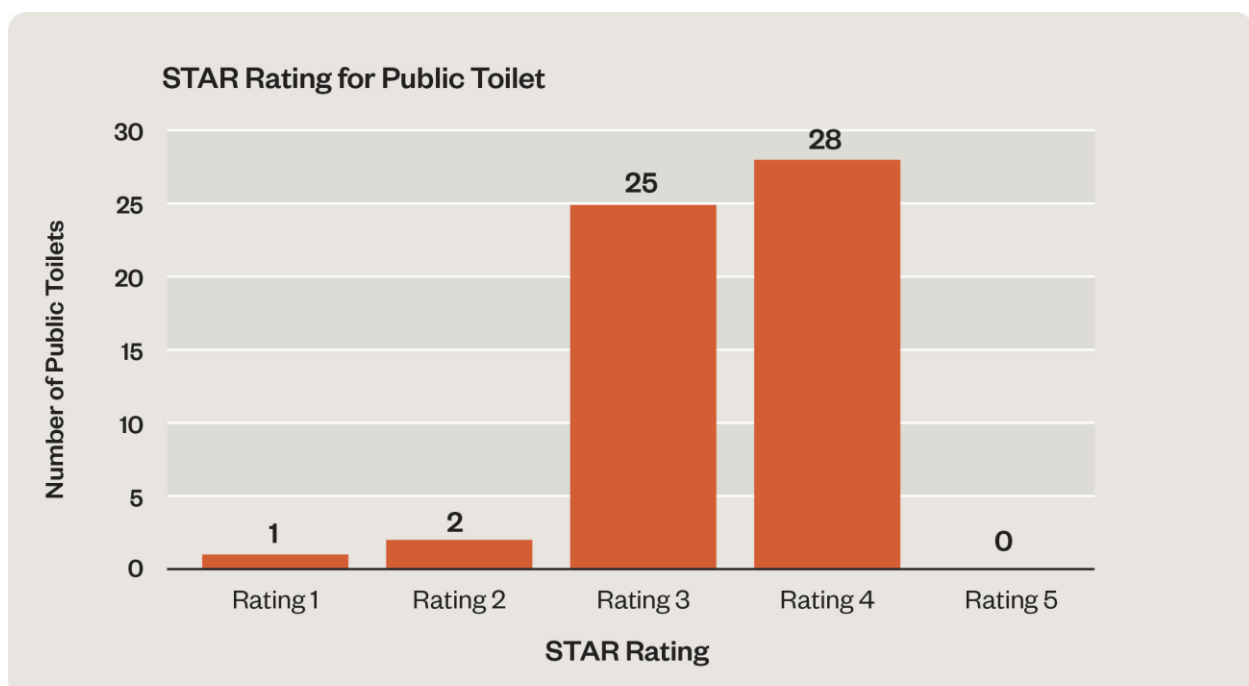


Figure 4 – Summary of STAR Ratings of Public Toilets

The results of the site audit suggest that a number of toilets is not performing to an appropriate standard with many facilities requiring upgrade, renewal or decommissioning/removal. The scale of the challenge highlights the need for Council to maximise the use of capital expenditure and recurrent maintenance spending through a process of prioritisation. The results also highlight the need for Council to adopt a leadership role in facilitating the provision of public toilets with other stakeholders.

Overall, the key findings from the audit are:

- Half of Council public toilets (50%) in Banyule were identified as having a 4-STAR rating (total of 28 facilities).
- 25 facilities achieved a STAR rating of 3.
- Three facilities (5%) were rated as STAR rating 1 and 2. These facilities scored poorly in safety, accessibility and design assessment criteria.

In relation to specific factors relating to public toilet provision, the audit found that:

- 45 facilities (78%) were found to satisfy best practice design principles for location and siting. They are rated as 4 (35 facilities) and 5 (10 facilities).
- 36 facilities (62%) were found to be accessible to people with disability, with a further 5 facilities (9%) partly supporting people with special access needs.
- 32 facilities (55%) were found to be designed to maximise the safety of patrons and minimise opportunities for vandalism, a further 22 facilities (38%) were found to partly support this objective.
- 28 facilities (48%) duplicate the catchment of other facilities in Banyule considering 400m catchment, suggesting that public toilets are not distributed across Banyule in the most effective manner.
- Facilities that were assessed as in the lowest STAR rating were primarily located in public open spaces.

## Condition Rating Assessment

A site audit of Banyule's existing public toilets was undertaken in 2023 to determine their physical condition. Council undertakes this condition audit every four years. The results of the audit contribute to the development of the capital works program, particularly renewal, replacement and upgrade required for the next 10 years. The audit focuses on visual inspection, not on specific structural conditions of each facility.

Condition rating and their description is contained in **Appendix C**.

Figure 5 indicates the summary of physical condition of the Council's Public toilet network. The majority are in average condition, whilst no toilet was identified to be in poor condition. This condition rating drives priority of public toilet renewal/replacement in future.

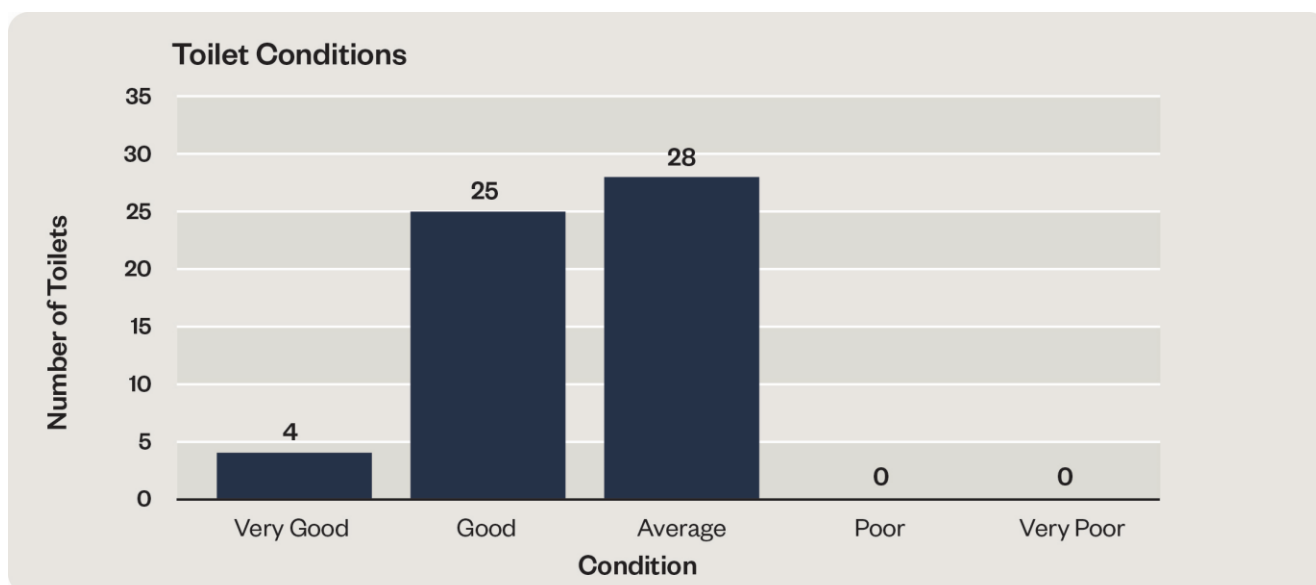


Figure 5 – Toilet Conditions Profile

Figure 6 shows the distribution and overall condition of all Council owned and managed public toilets.



Figure 6: Location of Public Toilets and Condition

## Consultation and Engagement

The development of the Banyule Public Toilet Plan has been informed by a range of consultation activities including:

- Workshops with Council Staff
- Shaping Banyule Website (project information, interactive map & online survey)
- Key User Group Survey (Through emails)
- Meeting with Aged Friendly Committee
- Intercept Survey
- Displaying signage in front of High Use Toilets

The objectives of consultation were to inform the community and relevant stakeholders of the review and purpose of the Plan and to provide opportunities for Banyule residents and visitors to have their say about public toilets.

Information and data gathered throughout the consultation processes was recorded and collated. The key messages and findings from the consultation activities directly informed the development of key actions and objectives outlined in this Plan. The draft Public Toilet Plan was displayed in Shaping Banyule website for four weeks, giving the opportunity for the public to send their comments before finalising the plan.

### Key Findings: Consultation and Engagement

Project stages that included stakeholder engagement are illustrated in Figure 7. Key themes emerging from the consultation are summarised below.



**Figure 7 – Project Stages Highlighting Community Engagement**

### Public Toilet Distribution

The distribution of public toilets was a key indicator to usage and was identified by the community as an important consideration. Results indicate that:

- 62% of the respondents consider the availability of public toilets when planning a trip within Banyule.
- 68% of the respondents prefer not to travel more than 400m for a public toilet. Most of these respondents are over 50 years of age.
- Respondents in the survey also pinpointed a number of locations throughout Banyule for additional toilet facilities. Consideration of locations identified by the community was undertaken in the review of this Plan and subsequent amendments to the Capital Works program have been made to reflect the community priorities where appropriate. Locations pinpointed by the respondents are indicated in Figure 8.



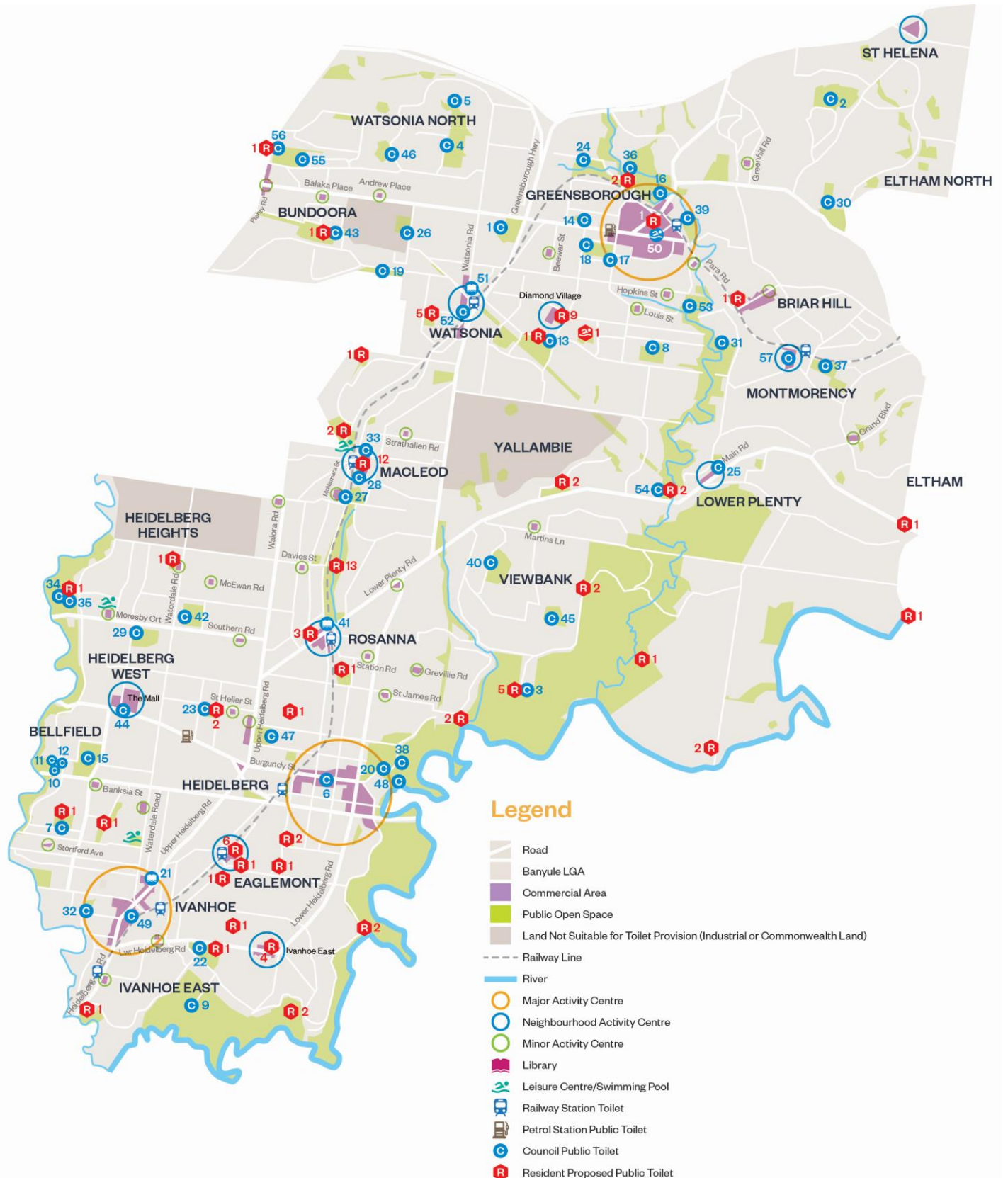


Figure 8: Locations of New Toilets Proposed by Residents



## Accessibility

Banyule has a good network of public toilets however some are inaccessible due to their co-location with sport facilities. Some co-located facilities are locked or only available during sport training and match times. Following two recommendations were identified in the stakeholder consultation:

- Displaying a sign in closed toilets to indicate the direction for the nearest open toilet.
- Investigate the possibility of getting partnerships with local businesses to provide toilet facilities in place of constructing new toilets.

## Fixtures and Fittings

Respondents identified several issues in the current toilet network specific to each location. Issues identified included:

- Need of children size toilets
- Poor lighting
- Faulty doors
- Lack of soap dispensers and hand dryers
- No mirrors
- No baby change tables
- Poor cleaning
- Locked toilets

## Maintenance and Hygiene

Maintenance and regular cleaning of facilities was identified across a broad spectrum of respondents as being important in promoting safe and hygienic facilities. 61% of the respondents indicated that they avoid some area due to unavailability or poor toilet facilities.

## Replacement and Upgrade

Respondents provided feedback regarding existing toilets requiring replacement and/or upgrade. Macleod Shopping Centre toilet has been indicated by the highest number of participants followed by Watsonia Shopping Centre, Rosanna Railway Station, The Mall at Heidelberg West, Possum Hollow and Price Park.

Findings of Community Consultation Report is contained **Appendix D**.

## Spatial Analysis

A spatial analysis of Banyule's existing public toilets was undertaken using Geographic Information System (GIS) data to identify the distribution patterns of public toilets in Banyule. Catchments of 400m walkable distance were applied to each of Banyule's public toilet facilities in recognition of the community feedback to assess the distribution and spread of public toilets across the municipality. These catchments reflect commonly accepted walkability threshold, with 400m represents a five-minute walk.

This process assisted in the identification of gaps in public toilet provision and areas of public toilet duplication. In this review, locations identified were further interrogated taking into consideration:

- Land use patterns
- Availability and proximity to other toilets in libraries, community centre and at train stations
- Parks Victoria owned and operated public toilets
- Availability of toilets located within privately owned and managed buildings and facilities
- Population density
- Open space hierarchy
- Local shopping strips

Detailed discussion of the spatial analysis results and findings in relation to each theme is contained later in this document.

# Banyule's Public Toilets

---

## Vision and Objectives

A vision for the future provision of public toilets in Banyule has been developed. A suite of key objectives support the vision and provide an overarching framework for the distribution, accessibility, safety and design of toilets in Banyule.

The vision of this Plan is:

*"To ensure there is adequate provision of public toilets within Banyule, that are accessible for all users in areas of high public use, by working in partnership with other stakeholders."*

## Objectives

The objectives for public toilet provision in Banyule are:

- **Distribution:** Work co-operatively with key stakeholders, to ensure that there is a comprehensive and well-connected network of public toilets at key locations in all areas of high public activity in Banyule.
- **Usage:** Determine utilisation of public toilets to prioritise cleaning, maintenance and upgrade works.
- **Hygiene & Maintenance:** Maintain toilets managed by Council to a standard of cleanliness and hygiene to enhance the health and wellbeing.
- **Accessibility:** Ensure that public toilets are accessible to people of all ages and abilities and promote their location to all residents and visitors.
- **Gender Impact Assessment:** Create better and fairer outcomes, and make sure all people have equal access to opportunities and resources.
- **Design & Sustainability:** Advocate for quality and environmentally sustainable design in all public toilet facilities.
- **Location and Siting:** Improve the amenity and safety of public toilets through appropriate siting and design.

## Distribution

**Objective: Work co-operatively with key stakeholders, to ensure that there is a comprehensive and well-connected network of public toilets at key locations in all areas of high public activity in Banyule.**

### Activity Centres

Public toilets in Banyule are well distributed and provide a comprehensive network of facilities across the municipality. There are opportunities to further improve and strengthen the network of toilets through upgrades and installations and improve wayfinding signage at key locations. Future Capital works actions should consider community needs and be reviewed frequently.

Activity centres play a key role in servicing the local needs of the community. Banyule has 3 major and 10 neighbourhood activity centres. There are no Council owned or managed public toilets in the activity centres located in Bundoora, Greensborough, Diamond Village or St Helena. There are opportunities for council to work more closely with the private sector to make available existing toilets in shopping centres and other private developments.

Public toilets in activity centres are generally toilet block structures located next to car parks, on street corners or within public plazas. There are opportunities for Council to increase the supply of public toilets in activity centres through the planning permit approval process associated with new large commercial or public sector developments.

A large number of residents requested public toilets at Eaglemont station and Delta Reserve. There are no public toilets currently available at these two locations. Eaglemont station has a staff toilet. Council may consider advocating with State Government for inclusion of public toilets at the Eaglemont station, which may include allowing the community to access the staff toilet available at the station. Diamond Village Shopping Centre, which is adjacent to Delta Reserve has toilet facilities currently only available to staff, but were previously accessible to the public. Council could collaborate with the Diamond Village Shopping Centre management to reinstate public access to this shopping centre toilet.

Council should continue to monitor future community need through the application of decision-making tools (**Appendix E**) to assist in determining future requirements. These tools prompt consideration of the role of the private sector in assisting in network provision.

### Key Actions:

- Review this Plan in five years and revise and refine action plan as required. Should a number of requests for a public toilet arise, apply the assessment frameworks in conjunction with the gap analysis to determine future need.
- Advocate with State Government for the provision of a public toilets at the Eaglemont Railway Station, including investigating the opportunity for community access to existing staff toilets.
- Investigate the opportunity of making the Diamond Village Shopping Centre toilets accessible to the community.
- Where large commercial or public sector developments are proposed in high public activity areas, negotiate the provision of public toilets as part of the development, where additional public toilets are required.
- Liaise with private business to provide toilet facilities in partnership arrangements.

## Open space

The Banyule Public Open Space Strategy establishes a hierarchy of open spaces. The Hierarchy consists of four tiers:

- Regional Parks
- Neighbourhood Parks
- Local Parks
- Pocket Parks

The hierarchy does not provide specific direction on the requirement for public toilets, however it is generally Council's practice to provide public toilets only in regional and larger neighbourhood parks. These parks usually have a greater range of facilities and therefore tend to attract users from further afield and for longer periods of time.

It is not Council's practice to provide public toilets in either pocket parks or local parks, as these parks generally have only local catchments, and the average user visit is usually for no more than 15 to 30 minutes.

The gap analysis carried out reveals that there are several neighbourhood and regional parks where no public toilets are provided. The community also provided proposed locations to construct new toilets. These locations are indicated in Figure 8 earlier.

Proposed locations considering residents requests and outcomes of the gap analysis are included in the next section under Capital Works Plan for New Toilets.

### Key Actions:

- Prioritise the provision of new or upgraded public toilets in neighbourhood or regional parks, as informed by the gap analysis and community feedback, for inclusion in the 10-year capital works program.
- Consider upgrading existing toilets to 4 – STAR rating as recommended by the community.
- Advocate for the provision of new, or the upgrading of existing, public toilets as part of future park masterplans, public realm improvements and/or other capital works projects.

## Trails and Shared Paths

The Banyule Bicycle Strategy Action Plan sets out a list of capital works and actions to improve the bicycle network throughout Banyule. It includes missing links of the local Bicycle network including route modifications where appropriate for route safety and continuity.

Several requests came from the public consultation process to construct new toilets along these trails and shared paths.

Banyule is also located within Melbourne's northern trail region and is strategically positioned to accommodate linkages along the Yarra River. The Northern Regional Trails Strategy identifies a number of future priority trail projects including the Banyule Shared trail and Main Yarra River alignment.

The management of many areas along the Yarra River and other rivers in Banyule is overseen by ParksVic. Council should continue to work closely with ParksVic and any other land management authorities to install new toilets and improve access to existing facilities along the river environs.

## Key Actions:

- Install new toilets based on the gap analysis and the residents' requests along the trails and shared paths.
- Investigate opportunities to partner with Parks Victoria and other government agencies to improve the provision of public toilet facilities and/or wayfinding signage along the Main Yarra Trail and other Parks Victoria land.

## Duplication

Public toilets are generally efficiently distributed across the open space network. However, there are several clusters of public toilets, as shown in Figure 9, located within 400m proximity to one another in the following locations:

- Greensborough War Memorial Reserve
- Heidelberg Park
- Ivanhoe Park
- Willinda park
- N J Telffer Reserve
- Binnak Park
- Ford Park

This plan does not make any recommendations to rationalise any of these clusters of toilets over the life of this plan, but does highlight the need for appropriate planning before undertaking any future works. In other areas where there is a high density of facilities, Council should apply the assessment framework (**Appendix E**) to determine future requirement, should the need arise.

## Key Actions:

- Utilise the assessment framework(s) to determine the suitability of consolidating existing facilities.
- Provide improved wayfinding signage to assist members of the community to locate public toilets.





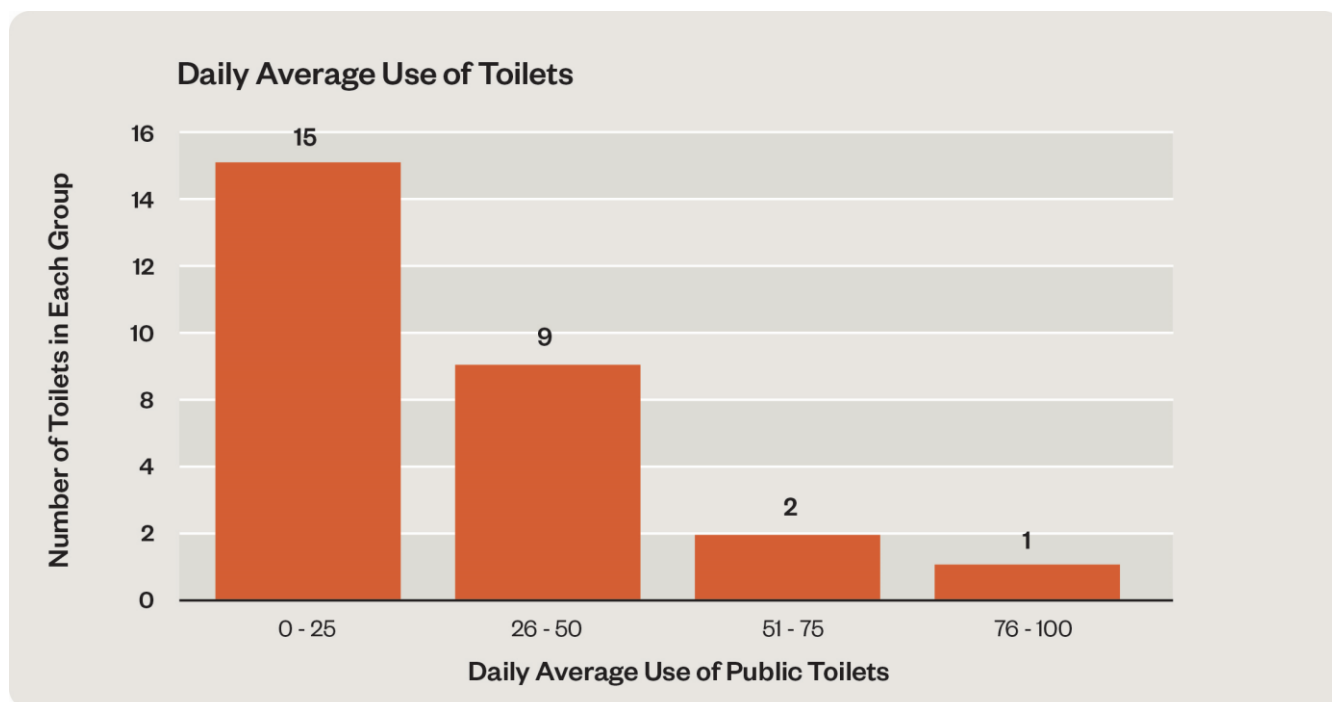
Figure 9 – Clusters of Toilets

## Usage

**Objective: Determine utilisation of public toilets to prioritise cleaning, maintenance and upgrade works.**

Council installed 27 counting sensors in 16 randomly selected toilets to understand the utilisation of toilet. Results indicate most of the toilets are being used regularly.

The majority (15) of the toilets are used less than 25 times in a day as shown in Figure 10. Nine toilets have a moderate usage, which is 26 to 50 times in a day. Only three toilets are heavily used with more than 50 times in a day.



**Figure 10 – Daily Average Use of Public Toilets**

It is suggested to capture usage data of all toilets and prioritise operations and capital works program accordingly. It is also recommended for operation/maintenance team to review the opening strategy of the toilets and also the cleaning cycles based on the usage.

### Key Actions:

- Collect usage data for each public toilets for a better understanding and prioritisation of cleaning.
- Prioritise renewal and upgrade for high usage public toilets in the Capital Works Program.
- Review opening hours of toilets based on the usage.

## Hygiene & Maintenance

**Objective: Maintain toilets managed by Council to a standard of cleanliness and hygiene to enhance the health and wellbeing**

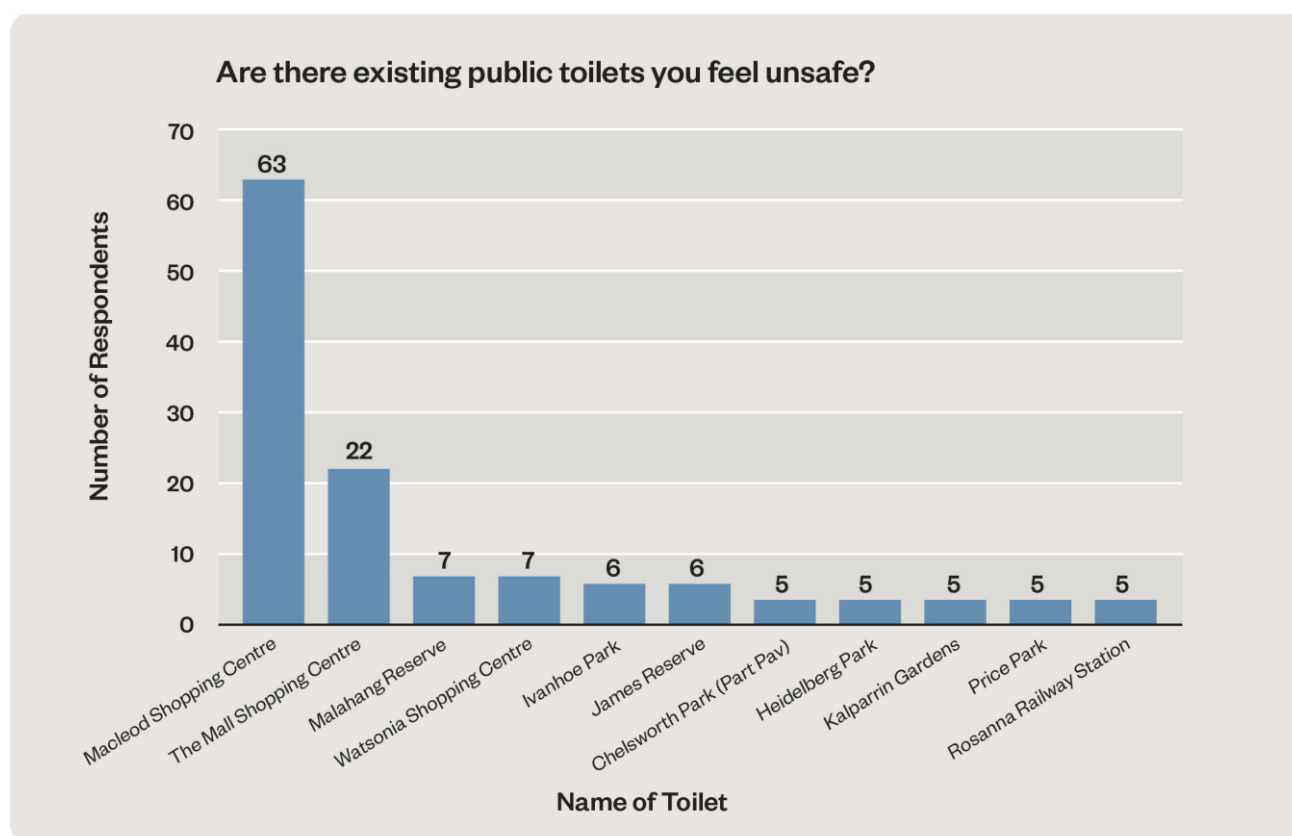
### Safety and Hygiene

The health and wellbeing of the Banyule's community is paramount when planning for future public toilets. Perceptions of hygiene and safety are linked to other considerations including location and design.

The majority of toilets provided only contain basic facilities such as hand basins and a cold water tap. The key issues influencing the hygiene in Banyule's public toilets include factors related to Crime Prevention through Environmental Design (CPTED) and cleanliness:

- Natural surveillance, natural access control and territorial reinforcements prevents vandalism and other illegal activities within public toilets, assisting to maintain the safety and hygiene within the premises.
- Internal cleanliness depicts the level of hygiene maintained inside the public toilet.
- External cleanliness depicts the level of hygiene maintained in the area surrounding of the public toilet.

As part of community consultation, residents identified a number of toilet facilities where they feel unsafe. As shown in Figure 11, the most commonly identified is at Macleod Shopping Centre followed by toilets at The Mall, Heidelberg West, Malahang Reserve and Watsonia Shopping Centre.



**Figure 11 – Unsafe Toilets Identified by the Community**

Site audits undertaken by Council staff assessed each toilet based on safety and hygiene criteria. The location of toilets and their safety and hygiene ratings are depicted in Figure 12, where Rating 1 is Very Poor and Rating 5 is Very Good. The following toilets have been rated as poor in regard to safety and hygiene:

- Loyola Reserve
- Macleod Park
- Winsor Reserve Public Toilet (Part Pav)
- Heidelberg Park Reserve

The capital works plan identifies actions for several of these facilities. Other locations identified above are discussed in further detail throughout other themes.

### **Key Actions:**

- Review management and contractual arrangements of all co-located facilities to standardise cleaning and maintenance responsibilities.
- Review Council audit data every four years.
- Prioritise cleaning scheduling in accordance with level of usage based on data collected from the people counting sensors, installed in the toilets and community feedback.

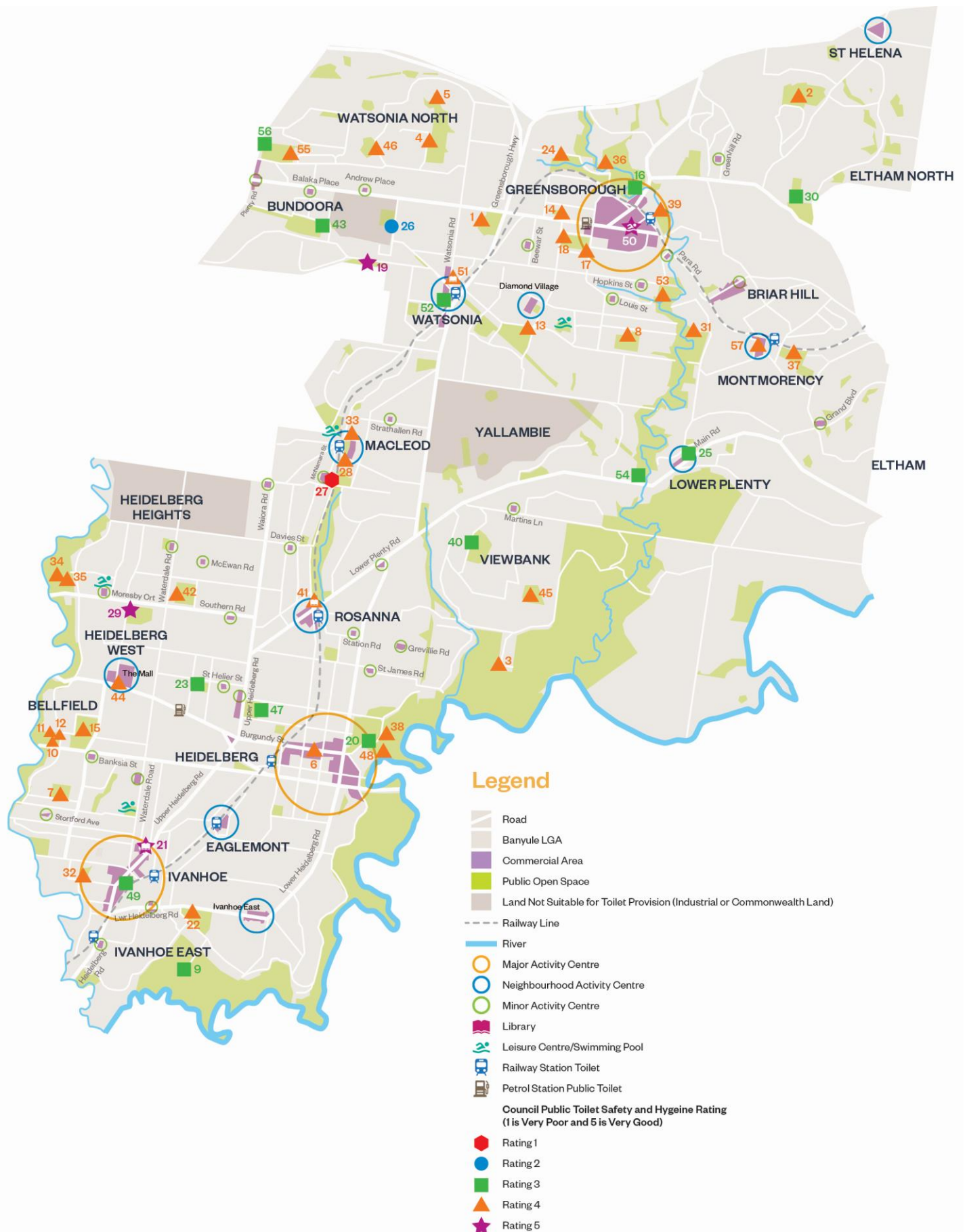


Figure 12 – Safety and Hygiene Rating of Toilets (1 is Very Poor & 5 is Very Good)



# Accessibility

**Objective: Ensure that public toilets are accessible to people of all ages and abilities and promote their location to all residents and visitors.**

## Universal Design

Public toilet accessibility is not just about meeting legislative standards, rather it seeks to ensure that all users across all ages and with varying abilities can use public toilet facilities safely and independently.

The Council Plan seeks to promote the health and wellbeing of the community by establishing key themes to achieve more accessible and inclusive built environments. The Municipal Health and Wellbeing Plan also recognises the importance of inclusive, equitable and accessible environments in supporting the needs of the community.

Public toilet accessibility is underpinned by three key requirements:

- Ease of access from the surrounding environment or points of activity.
- Providing for the convenient and safe use of facilities by people with special access requirements or limited mobility.
- Accessible hours (restricted or unrestricted hours)

Many toilet facilities in Banyule are poorly designed to accommodate easy access for people with limited mobility or special access requirements.

Using public toilets can be a confronting experience for different user groups. In order to reduce barriers, it is important to ensure that future upgrades and installations of new toilets adopt the key principles of universal design.

Universal design promotes fair and inclusive environments that allow people to be safe and independent, that are fair and inclusive. The seven principles of universal design are:

- **Equitable in Use** - the design is useful and marketable to people with diverse abilities.
- **Flexibility in Use** - the design accommodates a wide range of individual preferences and abilities.
- **Simple and Intuitive Use** – use of the design is easy to understand, regardless of the users' experience, knowledge, language skills or current concentration level.
- **Perceptible Information** – the design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.
- **Tolerance for Error** – the design minimises hazards and adverse consequences of accidental or unintended actions.
- **Low Physical Effort** – the design can be used efficiently and comfortably with a minimum of fatigue.
- **Size and Space for Approach and Use** – appropriate size and space is provided for approach, reach, manipulation and use regardless of users' body size, posture or mobility.

There is increasing research around the promotion of age-friendly cities and designing for people with dementia. Specific requirements such as use of colour contrasts between materials, tactile surfaces and clear graphic signage are amongst the key considerations. Many of these principles and considerations cross over with other objectives sought by universal design and Crime Prevention Through Environmental Design (CPTED) principles.

The audit results addressing accessibility across public toilet facilities include:

- 27 facilities (47%) achieved an above average to good score for accessibility.
- Approximately half of the public toilet facilities had footpaths of an appropriate width and grade for easy access for people with limited mobility whilst the remaining facilities did not provide adequate paths.

- Despite many facilities indicating a signposted 'disabled' or 'ambulant' toilet cubical, 23 facilities were compliant with all current requirements of the DDA.
- Most facilities provided bars and sufficient circulation space within 'disabled' toilets however a number of toilets didn't fulfil the more specific technical requirements of DDA compliance such as the height and lengths of fixtures such as taps, soap dispensers and basins.

Figure 13 provides an overview of the rating for all the toilets in relation to accessibility.

## Key Actions:

- Apply the principles of universal design to all toilet upgrades and new installations.
- Ensure accessible public toilets are included in pavilion and building upgrades.
- Prepare a Communications Strategy to promote the location of accessible public toilets throughout Banyule.

## High User Groups

Families with children and infants are another key user group that often rely on the availability of public toilets. Many of Council's current public toilets lack basic facilities such as family areas, baby change tables or sufficient space for prams, particularly in key locations in public parks and play spaces.

## Key Actions:

- Upgrade toilets in key locations to include family friendly facilities.

## Signage and Wayfinding

Signage and wayfinding are important factors in promoting an accessible and connected public toilet network. Existing signage on public toilet facilities is varied across the municipality.

Industry best practices recommends that additional information should be provided on the exterior of all public toilets to convey key aspects of the facility including:

- Gender accessibility
- Opening hours
- Contact information (to report repairs or closures)
- Consideration for vision impaired users
- Direction to the nearest open toilet when the facility is closed.

## Key Actions:

- Develop a municipal signage/wayfinding strategy to improve the accessibility and standard of signage on public toilet network.
- Update information annually about Council owned and managed toilets on the National Public Toilet Map within Banyule, including reconciling with data shown on Apple and Google Maps.
- Update list of public toilets on Council's web page to include information including opening hours and DDA compliance.

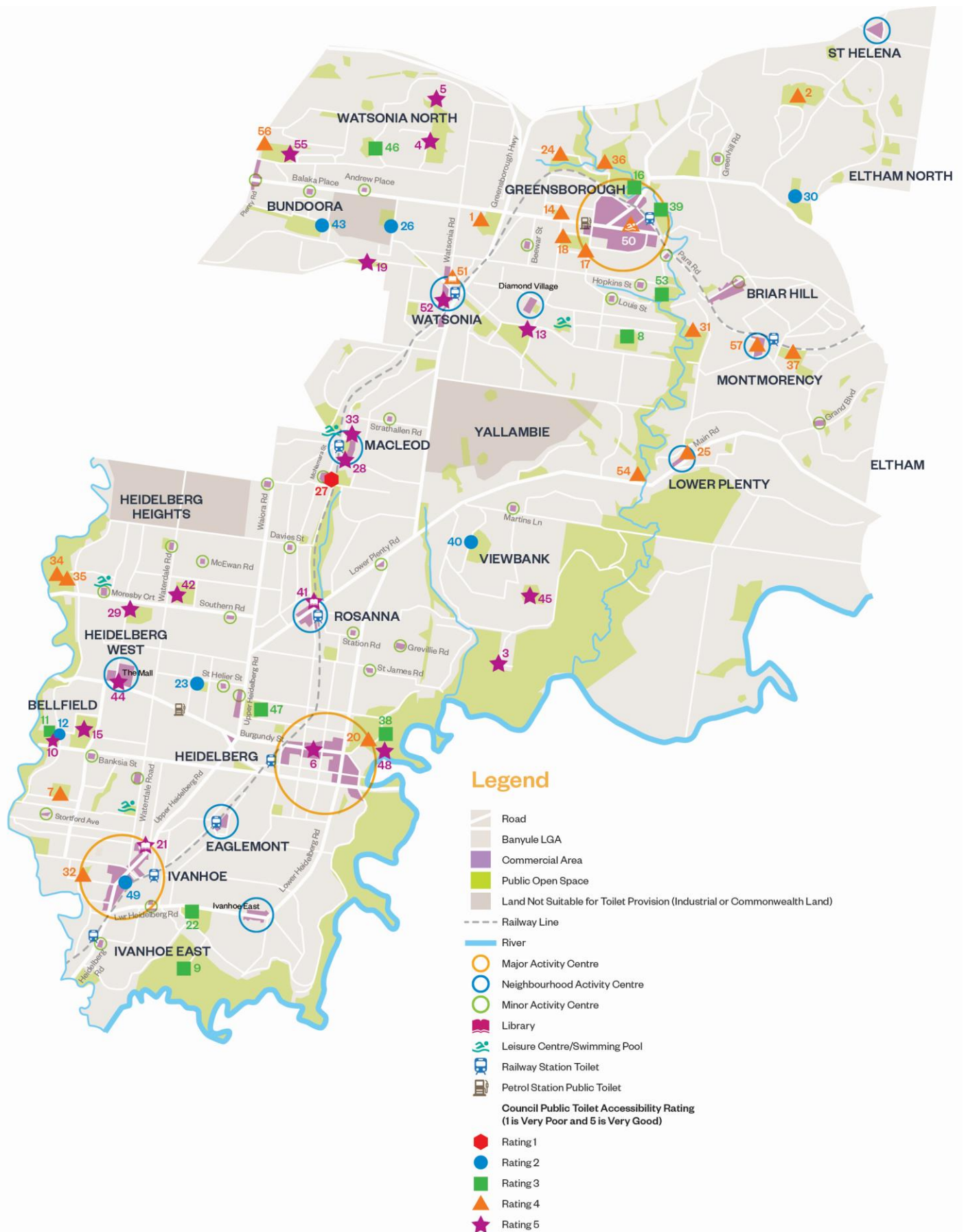


Figure 13: Accessibility Rating of Toilets (1 is Very Poor and 5 is Very Good)

## Changing Places

Changing Places facilities were introduced in Australia in 2014 and there are currently 256 certified facilities across the country. Originating in the United Kingdom in 2006, Changing Places facilities are designed for people with severe and profound disabilities. The facilities differ from standard accessible or disabled toilets as they include additional features such as an adult change table, hoist, shower, screens and large circulation spaces.

There has been an increasing interest in the provision of Changing Places facilities across both the private and government sectors, particularly in locations that attract regular crowds, such as sports and recreation facilities.

Changing Places facilities are vital pieces of community infrastructure which allow members of the public with specific needs to participate in the day-to-day activities across the municipality.

There is only one location indicated in the national Changing Places list within Banyule Council at RMIT University site that is managed by the University. Council recently created a 'Changing Places' facility within the Ivanhoe Library and Cultural Hub and has a plan to also create one in Watermarc, Greensborough. To ensure equitable access for all users, Council will register and make these facilities accessible to members of the community who require such facilities. Council will also investigate provisions of creating a Changing Place in Heidelberg or surrounding area.

The capital works actions identify a number of ongoing actions which should continue to be funded across the duration of this Plan.

### Key Actions:

- Consider the provision of changing places facilities in capital projects in the Capital Works Program.
- Make the proposed changing facilities in Watermarc accessible to members of the community who require such facilities and register both the Watermarc and Ivanhoe Library and Cultural Hub facilities on the national list.
- Explore the feasibility and need for a Changing Place facility in Heidelberg or surrounding areas.

## All Gender Facilities

An all gender facility is a public toilet that is accessible to all people regardless of gender. Contemporary all gender facilities generally come in the form of a single cubical toilet, where the cubical is meant to be used by one person at a time. There are 29 toilet facilities with all gender cubicles in Banyule.

All gender facilities are preferred by the LGBTIQ+ community as it recognises that some members of the community do not identify as either male or female. All gender facilities also support the needs of other groups including single parents, carers and other parties who may need to accompany or supervise a person of the opposite gender accessing a public toilet.

As part of this review a gender impact assessment was carried out, which is discussed in the next section.

### Key Actions:

- Ensure the provision of all gender toilets when upgrading or building new toilet facilities.

# Gender Impact Assessment

**Objective: Create better and fairer outcomes, and make sure all people have equal access to opportunities and resources**

The Victorian Gender Equality Act 2020 requires public sector organisations to undertake Gender Impact Assessment (GIA) to assess how their policies, programs and services affect people of different genders to ensure that their work does not unintentionally reinforce inequalities.

Section 6(8) of the Act outlines that “gender inequality may be compounded by other forms of disadvantage or discrimination that a person may experience based on Aboriginality, age, disability, ethnicity, gender identity, race, religion, sexual orientation and other attributes.” This concept is referred to as “intersectional gender inequality”.

A GIA is designed to help organisations think about how policies, programs and services will meet the different needs of women, men, and gender diverse people. Using an intersectional approach, Council recognises that the causes of disadvantage or discrimination do not exist independently, but intersect and overlap with gender inequality, magnifying the severity and frequency of the impacts while also raising barriers to support.

The purpose of GIA is to create better and fairer outcomes, and make sure all people have equal access to opportunities and resources. There is flexibility in the approach to GIA to meet obligations under the Gender Equality Act 2020.

As part of Council’s commitment to gender equality, the review of this Plan applied a GIA before preparing it to present to Council and community. A GIA was used with four steps to guide and prompt thinking and direction, including:

1. Define the issues and challenge assumptions;
2. Understand the policy context;
3. An Options Analysis; and
4. Making recommendations for action.

Through this process, Council consulted representatives from different teams and embedded a gender inclusive approach to community engagement. Some of the key lessons from the GIA process and the impacts on diverse communities’ access to public toilets include:

- For some people, there are structural, societal, cultural, and physical barriers to accessing and using public toilets.
- Some people may experience discrimination, harassment and violence due to their sexuality, gender, race, ability, and age, when using public toilets.
- Public toilet provision traditionally favours normative gender conventions and may unintentionally exclude diverse communities.
- Certain toilet configurations and design features may make some users feel unsafe, unwelcome, confused, and fail to meet specific needs.
- Signage and information may discriminate, confuse, or exclude diverse communities.

## Key Actions:

- Undertake consultation and engagement with the local community and conduct a Gender Impact Assessment prior to renewal of any toilets and installation of a new toilet.
- Determine a standard practice for the configuration of cubicles that best achieves a balance between inclusivity, practicality, and value for money.
- Investigate an alternative approach for the community to send a request to Council by using QR code for cleaning and maintenance of public toilets.

## Design & Sustainability

**Objective: Advocate for quality and environmentally sustainable design in all public toilet facilities.**

### Typologies

The design of a public toilet greatly influences its usability and accessibility. Design is also important for promoting positive perceptions of public toilets to the community.

The design of public toilets is critical in achieving equitable outcomes and positive perceptions of facilities.

There are two typologies of public toilets in Banyule: free standing toilet blocks and co-located toilet units.

Key features of **stand-alone public toilets** are:

- Freestanding (not attached to or within another building structure)
- Externally accessible from public realm
- Separate male/female entrances or single fronted unit doors
- Can include separate or integrated disabled access
- Constructed of brick, bluestone or pebble-crete.

Stand-alone public toilets (toilet blocks) are the most common typology across Banyule. Toilet blocks require larger land envelopes and are typically genderised, often with no provision for people with disabilities or access difficulties (non-DDA compliant). They often have poor levels of integration into surrounding environment.

Key features of **co-located public toilets** are:

- Attached to, or located within a building structure
- Generally integrated into sport club, pavilion or other recreational buildings
- Externally accessible from the public realm
- Either separate male/female entrances or single fronted unit doors
- Opening hours restricted by building and activity (such as sport fixture, training or event).

Co-located facilities are generally open only during sport times, reducing accessibility. They are often sited around the back of a pavilion.

Toilets that are co-located with other facilities such as libraries, community centres and sporting pavilions are popular amongst some users. They provide a greater sense of security and cleanliness, however the availability of service hosted toilets is constrained by the opening hours of the building. The location of the toilet within the building is also an important consideration. If a toilet is sited at the rear of a building, requiring a potential user to traverse through the building, it may discourage some users due to the perceived territoriality of the facility and/ or the perception of safe passage to and into the facility.

Council should explore the potential of modifying toilets located in pavilions to enable the public to access them when the pavilions are not in use.

Council should ensure that all new or upgraded pavilions include public toilets that can be accessed by the public when the pavilions are not in use.

Figure 14 provides rating of Council's public toilets based on design features.





Figure 14: Design Features available in Public Toilets (1 is Very Poor and 5 is Very Good)

## Structural Features

Adequacy of ventilation, floor and wall surfaces, and functional layout are frequently cited when considering the issues related to public toilet provision.

Majority of the toilets were constructed between 1960 and 1980 as depicted in Figure 15, whilst some were constructed before 1960. These toilets are approaching the end of their useful life and expected to be physically in poor condition. Only 9 toilets were constructed after 2010.

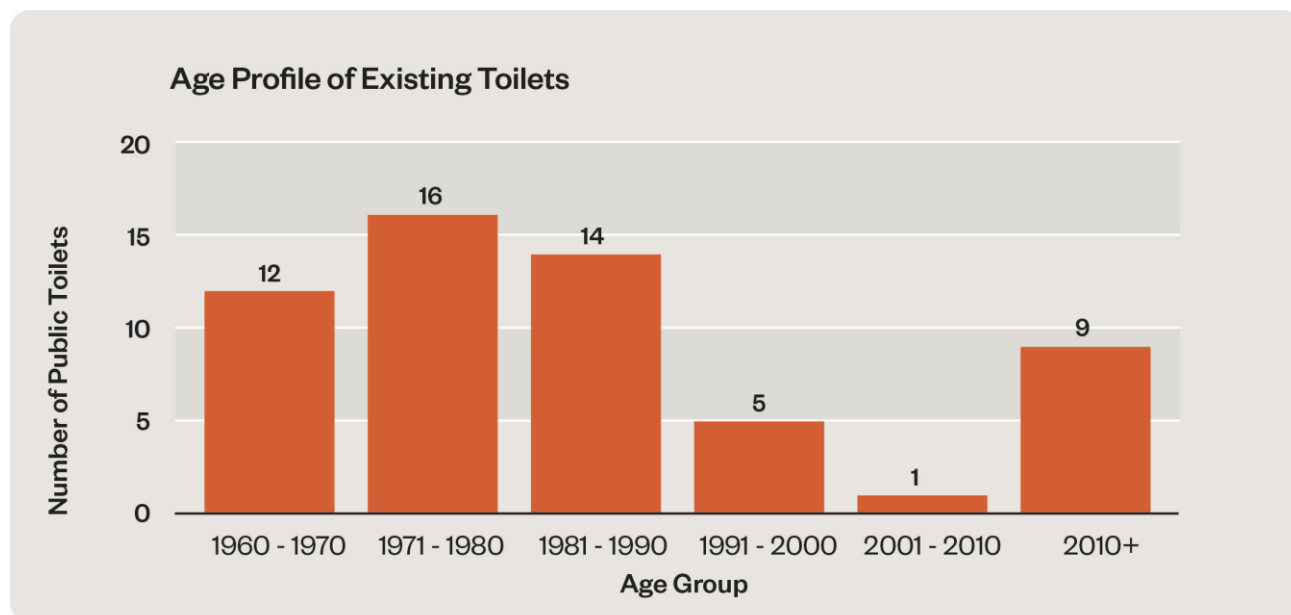


Figure 15: Age Profile of Public Toilets

Primary issues with the design of existing facilities includes lack of ventilation and poor levels of natural lighting.

The facilities that scored poorly in regard to design (not in any particular order) are:

- Loyola Reserve Public Toilet
- Macleod Park Public Toilet
- Winsor Reserve Public Toilet (Part Pav)

Council is proposing to upgrade these toilets with respect to design in the future.

## Key Actions:

- Utilise the Service Hierarchy framework to determine the typology and minimum level of service provision when planning new or upgrading existing public toilet facilities.
- Consider altering existing co-located toilets in places such as pavilions, to allow for use outside of event hours. This should extend to upgrading existing pavilions and the provision of new pavilions.

## Configuration

The most common configuration of public toilet in Banyule is split gender, comprising separate male and female toilet entrances either in a toilet block style or an open unit style.

The Gender Impact Assessment recommends that the configuration of new toilets should respond to the needs of all genders providing male, female and all gender toilet facilities. For the existing toilets, it is recommended to consider the needs of all gender when the toilets are replaced or upgraded.

Prior to the development of a new public toilet facility, engagement with the immediate community and local residents should be undertaken to ensure that future toilet designs meet community expectations and needs.

### Key Actions:

- Undertake consultation and engagement with the local community prior to the development and installation of a new public toilet.

## Fixtures and Fittings

Toilets in Banyule contain a range of basic fixtures and fittings such as hand basins and a cold water tap.

With the increase in quality, standard and provision of privately operated public toilets, such as those found in large shopping centres, there is an increasing expectation that more facilities are to be provided within toilets.

The consultation findings indicated that 68% of the respondents believe most of the toilet facilities need additional features or replacing existing features. Most prominent features mentioned are soap dispensers, hand dryers, mirrors and better lighting.

In some instances, the fixtures and fittings will vary depending on the context and the location in which the public toilet is sited. For example, toilets along waterway corridors will need to consider environmental impacts compared with those sited in activity centres. Examples include the provision of soap dispensers, hand dryers and baby change tables.

However, it is important to note that a balance must always be considered between the cost of facilities replacement and reasonable public need, accessibility and expectation.

Cost savings can be achieved in the long term through the standardisation of fixtures and fittings across the municipality in accordance with the level of service provision (**Appendix E**).

### Key Actions:

- Apply the Schedule of Fixtures and Fittings to determine the appropriate internal and external configuration of new and upgraded public toilets.
- Standardise the provision of fixtures and fittings in accordance with the service provision to ensure consistency across the network.
- Incorporate features in site specific locations as appropriate to the site (examples include the provision of soap dispensers, hand dryers and baby change tables).

## Sustainability

Banyule is dedicated to achieving sustainability throughout all aspects of governance and implementation. Opportunities for sustainable public toilet practices exist on a range of scales.

Ecologically Sustainable Development (ESD) and management can achieve a range of cost efficiencies and improved performance results. As technologies continue to improve, the range of sustainable measures

which can be implemented into the provision of public toilets will continue to be a relevant and important consideration. ESD Principles include:

- **The precautionary principle:** consideration of any threats of serious or irreversible damage to the environment.
- **Intergenerational equity:** present generation considers needs of future generations.
- **Biodiversity and ecological diversity.**
- **Improved economic valuation** including environmental factors.

Durable, low cost structures will improve Council's efficiencies, minimise environmental impacts and reduce the maintenance and replacement of facilities in the future.

### Key Actions:

- Incorporate the principles of Ecologically Sustainable Development when upgrading existing or constructing new public toilets. This should include considerations of energy and water conservation opportunities, such as water tanks and waterless urinals.

## Location & Siting

**Objective: Improve the amenity and safety of public toilets through appropriate siting and design.**

### Location & Siting

The location and siting of a public toilet influences a person's decision to use it or not. In some instances, choice may be overruled by necessity.

The location of a public toilet may directly influence the decision process and likelihood of a person using it. The location of toilet facilities is also correlated with other factors such as attractiveness, perceptions of safety, levels of surveillance and crime prevention.

There is a delicate balance in the design and siting of public toilets. Best practice guidelines indicate that public toilets should be sited in highly visible areas which allow for passive and active natural surveillance. On the other hand, a public toilet that appears too 'exposed' or visible may decrease perceptions of privacy and be considered undesirable for some users and/or by adjacent landowners.

The siting of public toilets in Banyule is generally average. The audit results found that some toilets are generally well located however poorly sited and orientated. A summary of findings relating to siting are:

- The most common siting issues across Banyule's public toilet network are:
  - Poor integration with the public realm and local character
  - Lack of landscaping, vegetation or other 'softening' interventions
  - Poor location of entrances and doorways lacking direct lines of site from the public realm
  - Sited in obscure locations or amongst dense vegetation
  - Lack of visibility from streets
  - Absence of directional signage for legibility and access
  - No footpath connecting to the toilets
- Toilets in activity centres are generally located within or adjacent to car parks, on street corners. Direct access from the main street is uncommon.
- Toilets located in car parks are poorly integrated into the surrounding environment,
- lacked directional signage and had often included obscured entrances.
- In open space areas, many facilities were located away from the central activity areas.
- Facilities co-located with sport pavilions were better sited than standalone facilities in public parks as they were generally signed, provided access pathways and were centrally located.
- Public toilets co-located with sport pavilions were often sited around the non-active side of the building. Some of the locations assessed identified the presence of syringes and other litter within these 'dead' spaces.

Some toilets with poor sited facilities are:

- James Reserve Toilet
- Macleod Park Toilet
- Winsor reserve Toilet

The Capital Works actions identify a number of these locations for improvements, both to the design and siting of existing facilities.

### Key Actions:

- Utilise the Design and Siting Principles (Appendix E) when installing new toilets or upgrading existing toilets.

## Safety

During the public consultation 45% of the participants raised safety concern about some of the toilets. Table 2 summarises a list of toilets where residents are concerned about safety. Macleod Shopping Centre toilet received the highest number of responses in regard to safety concerns. This toilet facility is to be replaced in 2023/24, of which the proposed design will address the safety concerns at this location. A large number of respondents also indicated safety concerns at The Mall Shopping Centre toilet. Facility audits found this toilet to be in very good condition, with modern facilities and appropriate lighting. Further investigation is proposed to be undertaken to be better understand the cause of the concerns raised by the community at this toilet.

**Table 2: Public Toilets with Safety Issues Raised by the Residents**

Toilet Location	Address	Number of respondents
Macleod Shopping Centre	31 Aberdeen Road, Macleod	63
The Mall Shopping centre	7 The Mall, Heidelberg West	22
Malahang Reserve	123 Southern Road, Heidelberg West	7
Watsonia Shopping Centre	70 Watsonia Road, Watsonia	7
Ivanhoe Park	132 Lower Heidelberg Road, Ivanhoe East	6
James Reserve	32 James Street, Heidelberg Heights	6
Chelsworth Park (Part Pav)	28 Irvine Road, Ivanhoe	5
Heidelberg Park	1 Beverley Road, Heidelberg	5
Kalparrin Gardens	32 Yando Street, Greensborough	5
Price Park	53 Lyon Road, Viewbank	5
Rosanna Railway Station	75 Turnham Avenue, Rosanna	5

The safety and security of public toilet users should be prioritised ahead of any other decision-making considerations. From a user perspective, perceptions of safety can be as influential as actual or recorded levels of safety. If a toilet is perceived to be unsafe, unhygienic or dangerous, users will generally avoid the facility. There are a number of factors that contribute to negative safety perceptions:

- Poor integration into the streetscape/public realm
- Obstruction behind dense landscaping or away from passive surveillance
- Age and condition of the facility
- Presence of graffiti or vandalism
- Loitering
- Lack of natural light
- Odour or lack of cleanliness

There are many ways that design can minimise antisocial behaviour and contribute to positive perceptions of safety. For example, the objectives of Crime Prevention Through Environmental Design (CPTED) establish guiding principles to reduce the incidence and perceptions around crime and safety. With regard to public toilets, the guidelines consider:

- Natural surveillance discourages loitering by providing windows, better lighting and the removal of obstructions to improve sight lines from within buildings.
- Natural access control ensure entrances to public toilets are clearly visible from the street and other public areas.
- Territorial reinforcement defines boundaries between public and private areas achieved by using physical elements such as fences, pavement treatment, art, signs, good maintenance, and landscaping are ways to express ownership.



There are a number of responses to anti-social behaviour that Council can employ such as:

- Installation of closed-circuit television (CCTV) cameras outside of the toilets in line with Council's policy
- Time-sensor lighting (solar panel operated)
- Quick response to reactive maintenance
- Regular cleaning and reporting
- Automatic locking doors

The key issues influencing the perceived and actual level of safety in Banyule's public toilets include:

- Obscured entrances
- Doors directly facing the street from a cubicle
- Poor internal and external lighting
- Presence of graffiti in most facilities

Generally, poorly-sited public toilets employed measures such as additional lighting or CCTV to alleviate the negativity associated to their location.

### **Key Actions:**

- Incorporate CPTED principles into all decision and assessment processes.
- Record all reports and instances of anti-social behaviour and reactive maintenance and monitor over time to identify key hot spots.
- Investigate safety concerns identified by the community at The Mall Shopping Centre public toilet, Heidelberg West and recommend any actions to improve community safety.



# Action Plan

---

An Action Plan has been developed that sets out the key priorities for public toilet upgrades over the next ten years. The Action Plan should be read in conjunction with the vision, objectives and design and siting principles for public toilets in Banyule and contained in the body of this Plan.

## Key Actions

Key actions have been divided into:

- Strategic Actions
- Operational Actions

These actions include responsible team and delivery time frame.

## Capital Works Plan

The Capital Works Plan is divided into two sections:

- Ten-year action plan
- Ongoing capital works improvements and costs

The actions and locations identified in the plan have been developed with consideration of:

- Community feedback
- Audit results
- Network and spatial analysis
- Existing Council expenditure
- Future funding allocations



## Key Actions

Action ID	Action	Classification	Timeline	Responsibility	Cost (per annum)
<b>DISTRIBUTION ACTIONS</b>					
A1	Review this Plan in five years and revise and refine action plan as required.	Strategic	Medium Term	Asset Management	Existing
A2	Should a number of requests for a public toilet arise, apply the assessment frameworks in conjunction with the gap analysis to determine future need.	Strategic	Ongoing	Asset Management	Existing
A3	Where large commercial or public sector developments are proposed in high public activity areas, negotiate the provision of public toilets as part of the development, where additional public toilets are required.	Operational	Ongoing	Strategic Planning	Existing
A4	Advocate with State Government for the provision of public toilets at the Eaglemont Railway Station, Including investigating the opportunity for community access to existing staff toilets.	Strategic	Short Term	Transport and Environment	Existing
A5	Investigate the opportunity of making the Diamond Village Shopping Centre toilets accessible to the community.	Strategic	Medium Term	Economic Development	Existing
A6	Prioritise the provision of new or upgraded public toilets in neighbourhood or regional parks, as informed by the gap analysis and community feedback, for inclusion in the 10-year capital works program.	Strategic	Medium Term	Asset Management	Existing
A7	Install new toilets based on the gap analysis and the residents' requests along the trails and shared paths.	Strategic	Medium Term	Asset Management	In Capital Works Program
A8	Utilise the assessment framework(s) to determine the suitability of consolidating existing facilities.	Strategic	Medium Term	Asset Management	Existing

Action ID	Action	Classification	Timeline	Responsibility	Cost (per annum)
A9	Advocate for the provision of new, or the upgrading of existing, public toilets as part of future park masterplans, public realm improvements and/or other capital works projects.	Strategic	Ongoing	Open Space Planning	Existing
A10	Investigate opportunities to partner with Parks Victoria and other government agencies to improve the provision of public toilet facilities along the Main Yarra Trail and other Parks Victoria land.	Strategic	Short -Medium Term	All Council Departments	Existing
A11	Provide improved wayfinding signage to assist members of the community to locate public toilets. Include the directions to the nearest open toilet when the toilet is closed.	Operational	Ongoing	Operations and Open Space Planning	100,000
<b>USAGE</b>					
A12	Collect usage data for each public toilets for a better understanding and prioritisation of cleaning.	Operational	Ongoing	Asset Management	Existing
A13	Prioritise renewal and upgrade for high usage public toilets in the Capital Works Program.	Operational	Ongoing	Asset Management	In Capital Works Program
A14	Review opening hours of toilets based on the usage.	Operational	Ongoing	Building Maintenance	Existing
<b>HYGIENE &amp; MAINTENANCE ACTIONS</b>					
A15	Review management and contractual arrangements of all co- located facilities to standardise cleaning and maintenance responsibilities.	Operational	Short Term	Cleansing and Building Maintenance	Existing
A16	Review condition audit data every 4 years and STAR Rating assessment in line with the review of this plan.	Strategic	Every 3 and 5 years (ongoing)	Asset Management	Existing
A17	Prioritise cleaning scheduling in accordance with level of usage and community feedback.	Operational	Ongoing	Cleansing	Existing

Action ID	Action	Classification	Timeline	Responsibility	Cost (per annum)
<b>ACCESSIBILITY ACTIONS</b>					
A18	Apply the principles of universal design to all toilet upgrades and new installations.	Capital Works	Ongoing	All Council Departments	In Capital Works Program
A19	Ensure accessible public toilets are included in pavilion and building upgrades.	Strategic	Ongoing	Sports, Recreation and Community Infrastructure	In Capital Works Program
A20	Prepare a Communications Strategy to promote the location of accessible public toilets throughout Banyule.	Strategic	Medium Term	Strategic Planning/ Communications	Existing
A21	Upgrade toilets in key locations to include family friendly facilities.	Strategic	Medium Term	Asset Management	In Capital Works Program
A22	Update information annually about Council owned and managed toilets on the National Public Toilet Map within Banyule, including reconciling with data shown on Apple and Google Maps.	Strategic	Ongoing	GIS	Existing
A23	Update list of public toilets on Council's web page to include information including opening hours and DDA compliance.	Operational	Ongoing	Communications	Existing
A24	Consider the provision of changing places facilities in capital projects in the Capital Works Program.	Strategic	Ongoing	Sports, Recreation and Community Infrastructure	In Capital Works Program
A25	Make the proposed changing facilities in Watermarc accessible to members of the community who require such facilities and register both the Watermarc and Ivanhoe Library and Cultural Hub facilities on the national list.	Strategic	Ongoing	Sports, Recreation and Community Infrastructure	Existing
A26	Explore the feasibility and need for a Changing Place facility in Heidelberg or surrounding areas.	Strategic	Medium Term	Sports, Recreation and Community Infrastructure	Existing
A27	Ensure the provision of all gender toilets when upgrading or building new facilities if the community supports in the proposed area.	Strategic	Ongoing	All Council Departments	In Capital Works Program



Action ID	Action	Classification	Timeline	Responsibility	Cost (per annum)
<b>GENDER IMPACT ASSESSMENT</b>					
A28	Undertake consultation and engagement with the local community and conduct a Gender Impact Assessment prior to renewal of any toilets and installation of a new toilet.	Strategic	Ongoing	City Futures	Existing
A29	Standardise the provision of fixtures and fittings in accordance with the service provision to ensure consistency across the network and achieve a balance between inclusivity, practicality and value for money.	Operational	Ongoing	Asset Management and Capital Works	In Capital Works Program
A30	Investigate an alternative approach for the community to send a request to Council by using QR code for cleaning and maintenance of public toilets.	Operational	Mid Term	Asset Management and Building Maintenance	20,000
<b>DESIGN &amp; SUSTAINABILITY ACTIONS</b>					
A31	Consider upgrading existing toilets to 4 – STAR rating as identified by the community.	Operational	Ongoing	Asset Management	In Capital Works Program
A32	Incorporate features in site specific locations as appropriate to the site (examples include the provision of soap dispensers, hand dryers and baby change tables).	Operational	Ongoing	Asset Management and Capital Works	Existing
A33	Incorporate the principles of Sustainable Building Guidelines when upgrading existing or constructing new public toilets. This should include considerations of energy and water conservation opportunities, such as water tanks and waterless urinals.	Operational	Ongoing	Capital Works	Existing
A34	Utilise the Service Hierarchy framework to determine the typology and minimum level of service provision when planning new or upgrading existing public toilet facilities.	Operational	Ongoing	Asset Management	In Capital Works Program
A35	Consider altering existing co-located toilets in places such as pavilions, to allow for use outside of event hours. This should extend to upgrading existing pavilions and the provision of new pavilions.	Operational	Ongoing	Sports, Recreation and Community Infrastructure	Existing

Action ID	Action	Classification	Timeline	Responsibility	Cost (per annum)
<b>LOCATION AND SITING ACTIONS</b>					
A36	Utilise the Design and Siting Principles (Appendix E) when installing new toilets or upgrading existing toilets.	Operational	Ongoing	Capital Works	Existing
A37	Incorporate CPTED principles into all decision and assessment processes.	Operational	Ongoing	Capital Works	Existing
A38	Record all reports and instances of anti-social behaviour and reactive maintenance and monitor over time to identify key hot spots.	Operational/ Strategic	Ongoing	All Council Departments	Existing
A39	Investigate safety concerns identified by the community at The Mall Shopping Centre public toilet, Heidelberg West and recommend actions to improve community safety.	Strategic	Medium Term	Community Wellbeing	Existing

## Capital Works Plan for Existing Toilets

Toilet replacement and upgrade program for including in 10 Year Capital Works Program. Renewal of small components are considered as part of maintenance program.

The replacement program has been developed utilizing the condition data of existing toilets and their usage.

The upgrade works included in 2025/26 is developed based on the STAR rating and to lift all existing toilets to 4 STAR rating, which is included in the next section.

Public Toilet Name	Suburb	Condition	Estimated Cost	Proposed Year
Macleod Shopping Centre	Macleod	Average	\$365,000	2023/24
Watsonia Shopping Centre	Watsonia	Good	Part of Watsonia Town Square	2023/24
Loyola Reserve Public Toilet	Bundoora	Average	\$300,000	2023/24
Yallambie Park Public Toilet	Yallambie	Average	\$300,000	2023/24
Toilet Upgrade Program to bring all 1, 2 & 3 STAR toilets to 4 STAR. (Listed in the Following Table)	City Wide	Not Applicable	\$200,000	2024/25
James Reserve Public Toilet	Heidelberg Heights	Average	\$320,000	2025/26
Greensborough War Memorial Park East <sup>1</sup>	Greensborough	Average	\$430,000	2026/27
Warringal Parklands/Heidelberg Park/Possum Hollow Public Toilets <sup>2</sup>	Heidelberg	Average	\$700,000	2027/28
Poulter Reserve Public Toilet	Greensborough	Average	\$450,000	2028/29
Chelsworth Park (Part Pav) <sup>3</sup>	Ivanhoe	Average	\$410,000	2028/29
Ivanhoe Park Public Toilet	Ivanhoe East	Average	\$460,000	2029/30
Price Park Public Toilet	Viewbank	Average	\$470,000	2030/31
Kalparrin Gardens Public Toilet	Greensborough	Average	\$480,000	2031/32
Greenwood Reserve Public Toilet	Bundoora	Average	\$490,000	2032/33
Greensborough Park Public Toilet	Greensborough	Good	\$500,000	2033/34

<sup>1</sup> There are two existing sets of public toilets in Greensborough War Memorial Park. More detailed planning and consultation will be undertaken with park users to better understand the public toilet needs across the park, in conjunction with other projects planned for the park. This will confirm whether the East toilets may be decommissioned or potentially relocated.

<sup>2</sup> Public toilets at Warringal Parkland, Heidelberg Park and Possum Hollow are located within 250m of each other. More detailed planning and consultation will be undertaken with users across the Warringal Park/Heidelberg Park/Possum Hollow precinct to better understand the public toilet needs of the overall area, and where best to locate toilet facilities within the 'cluster' to best meet community needs. As result, Council may decommission one or two toilets, which may bring other projects earlier.

<sup>3</sup>Should Council endorse the new pavilion(s) at Chelsworth Park, the renewal of Chelsworth Park Public Toilet (attached to the current pavilion) will be removed from the renewal program for 2028/29.

## Upgrade of Existing Toilets

The following table summarises the toilet upgrade program to bring all toilet facilities to 4 STAR rating, which is proposed in 2024/25. Features considered in this upgrade program is aligned with the schedule of fixtures and fittings included in Appendix E. Toilets included in this program are standalone in parks or reserve, and are standard toilets, which do not require baby changing facilities, sanitary bin and other premium accessories.

It is recommended to reassess the requirements of fixtures and fittings during the delivery stage of the works.

Toilet Name	List of Items/Features Required (But Not Limited to)	STAR Rating	Upgrade Cost, \$	Operating Cost, \$/Year
Telfer Reserve - East	Hand dryer, Soap dispenser, Clothing hooks, Mirror, Push button tap, Sky light and Automatic sensor light	2	30,000	500
Fell Reserve	Mirror, Soap dispenser and Automatic sensor light	3	7,000	500
Greensborough Park	Hand dryer, Soap dispenser, Clothing hooks, Mirror and Automatic sensor light	3	15,000	500
Greensborough War Memorial Park - West	Hand dryer, Soap dispenser, Clothing hooks, Mirror and Automatic sensor light	3	15,000	500
Lower Plenty Shopping Centre	Hand dryer, Soap dispenser, Mirror and Automatic sensor light	3	15,000	500
Malcolm Blair Reserve	Hand dryer, Soap dispenser, Clothing hooks, Mirror, Push button tap and Automatic sensor light	3	20,000	500
Poulter Reserve	Hand dryer, Soap dispenser, Clothing hooks, Mirror and Automatic sensor light	3	15,000	500
Warrawee Park	Hand dryer, Soap dispenser, Clothing hooks, Mirror and Automatic sensor light	3	15,000	500
Warringal Cemetery	Soap dispenser, Clothing hooks, Mirror, Push button tap and Automatic sensor light	3	12,000	500
Waterdale Road/Norman Street	Hand dryer, Soap dispenser, Clothing hooks, Mirror, Push button tap, skylight and Automatic sensor light	3	30,000	500
Willinda Park	Hand dryer, Soap dispenser, Clothing hooks, Mirror and Automatic sensor light	3	16,000	500
Yulong Reserve - West Public Toilet	Hand dryer, Clothing hooks, Mirror and Automatic sensor light	3	10,000	0
<b>Total Cost</b>			<b>200,000</b>	<b>5,500</b>

## Capital Works Plan for New Toilets

This program proposes six new toilets to be constructed in Banyule over the next 10 years. The following four factors have been used to identify location of new toilets and their priority.

**Gap Analysis:** Community feedback supports a walking distance of no more than 400 metres from a location of public activity to find a public toilet.

**Activity Centre:** Major, neighbourhood and minor activity centres have been identified based on the size and volume of usage.

**Parks Hierarchy:** Regional and Neighborhood parks are locations of high public activity of which public toilets may support their greater use.

**Community Feedback:** The community were asked to indicate potential locations for new toilets. Numbers of residents' requests have been categorized as follows:

- High number of request (More than 8 request)
- Medium number of requests (4 to 8 requests)
- Low number of requests (Less than 4 requests)

The following table includes the location of new toilets, their driving factors and priority. The gap analysis including existing toilets, activity centres, public open space and proposed toilets are shown in Figure 16.

Public Toilet Location	Driving Factors	Priority
Rosanna Parklands / Macleod Parks*	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Regional park with no toilet facilities</li> <li>- High number of community requests</li> </ul>	High
East Ivanhoe Village	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Neighbourhood activity centre with no toilet facilities</li> <li>- Medium number of community requests</li> </ul>	High
Aminya Reserve	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Neighbourhood park with no toilet facilities</li> <li>- Medium number of community requests</li> </ul>	Medium
Burke Road North Reserve	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Neighbourhood park with no toilet facilities</li> <li>- Small number of community requests</li> </ul>	Medium
Sparks Reserve	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Regional trail with no toilet facilities</li> <li>- Small number of community requests</li> </ul>	Medium
Plenty River Drive Reserve	<ul style="list-style-type: none"> <li>- Outside of 400 m walkability</li> <li>- Regional trail with no toilet facilities</li> <li>- Small number of community requests</li> </ul>	Medium

*\*Subject to the investigation of recommissioning the existing public toilet block at Macleod Park (adjacent to the Oval) as a first step prior to committing to a new toilet block in Rosanna Parkland. If a new toilet block in Rosanna Parkland is required, the siting will be determined through the community consultation undertaken as part of preparing the Rosanna Parklands Masterplan.*



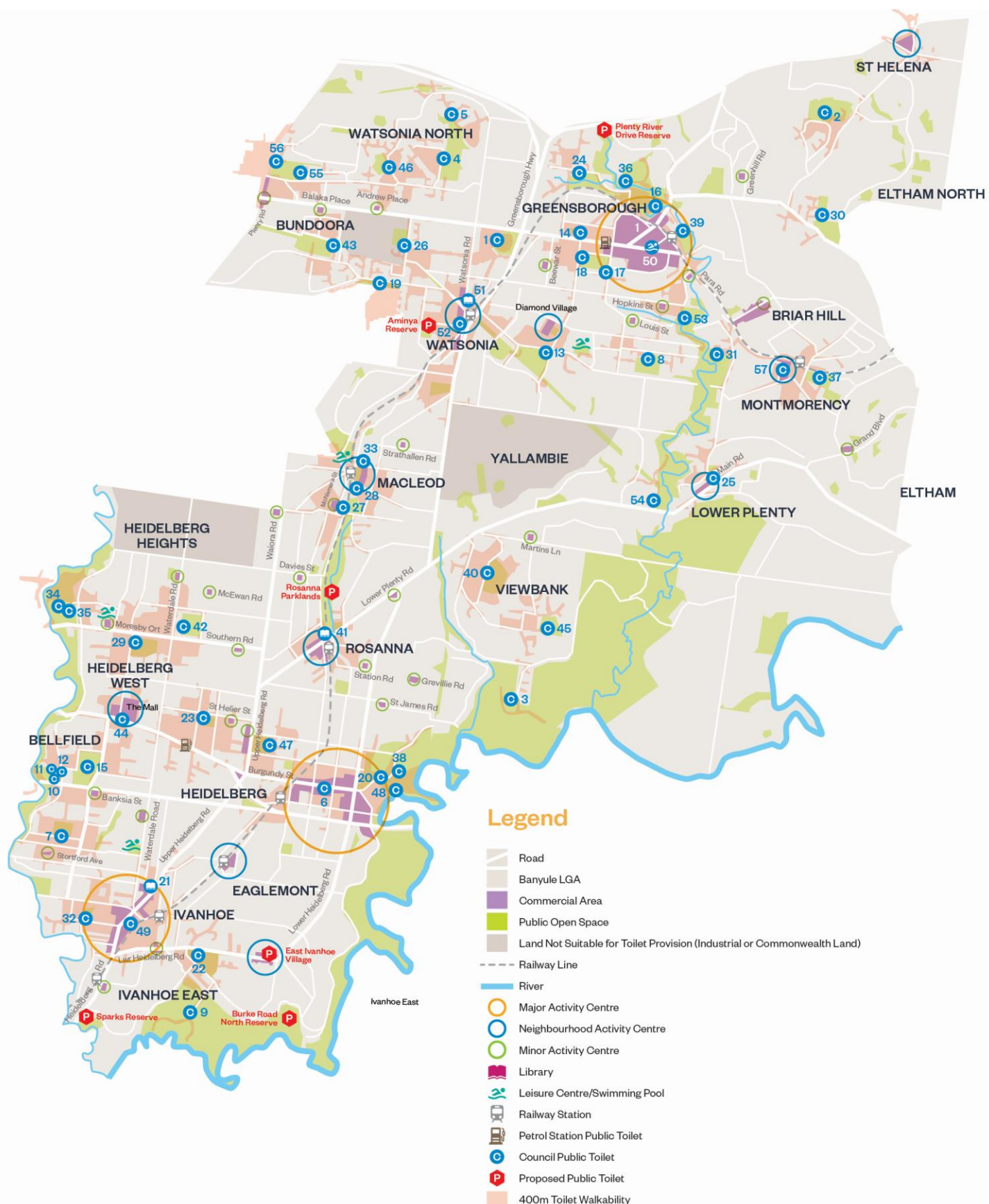


Figure 16: Proposed New Toilets

An indicative 10 years capital works program for new public toilets is summarised in the table below. Three standards (High, Medium and Low) of public toilets have been considered based on their priority for cost estimates.

Requirements of new toilets and their siting will be identified through community consultation and Gender Impact Assessment before finalising the design and scope of each project. Each toilet project is proposed over two years, first year for consultation and design and second year for construction.

Installation year of these proposed new toilets may change subject to community consultation and associated master plan of the precinct.

Public Toilet Location	Suburb	Estimated Cost	Proposed Year
Rosanna Parklands (Design)*	Rosanna	\$30,000	2025/26
Rosanna Parklands (Construction)	Rosanna	\$500,000	2026/27
East Ivanhoe Village (Design)	Ivanhoe East	\$30,000	2027/28
Aminya Reserve (Design)	Watsonia	\$25,000	2028/29
East Ivanhoe Village (Construction)	Ivanhoe East	\$510,000	2028/29
Burke Road North Reserve (Design)	Ivanhoe East	\$25,000	2029/30
Aminya Reserve (Construction)	Watsonia	\$420,000	2029/30
Sparks Reserve (Design)	Ivanhoe	\$30,000	2030/31
Burke Road North Reserve (Construction)	Ivanhoe	\$430,000	2030/31
Plenty River Drive Reserve (Design)	Greensborough	\$30,000	2031/32
Sparks Reserve (Construction)	Ivanhoe	\$450,000	2031/32
Plenty River Drive Reserve (Construction)	Greensborough	\$460,000	2032/33

*\*Exact location and requirements of the Rosanna Parklands public toilet will be determined during community engagement for the Rosanna Parklands Masterplan.*

## Financial Implication

Financial implication of the proposed work program is summarised below.

Year	Replacement & Upgrade		New Installation		Operating Cost Increase	Variation (Current Allocation - Proposed)
	Proposed	Current CWP Allocation	Proposed	Current CWP Allocation		
2024/25	\$200,000	\$575,000	\$0	\$0	\$0	\$375,000
2025/26	\$320,000	\$650,000	\$30,000	\$0	\$5,500	\$294,500
2026/27	\$430,000	\$550,000	\$500,000	\$0	\$5,500	-\$385,500
2027/28	\$700,000	\$365,000	\$30,000	\$0	\$20,500	-\$385,500
2028/29	\$860,000	\$625,000	\$535,000	\$0	\$20,500	-\$790,500
2029/30	\$460,000	\$710,000	\$445,000	\$0	\$35,500	-\$230,500
2030/31	\$470,000	\$650,000	\$460,000	\$0	\$42,500	-\$322,500
2031/32	\$480,000	\$790,000	\$480,000	\$0	\$49,500	-\$219,500
2032/33	\$490,000	\$770,000	\$460,000	\$0	\$56,500	-\$236,500
2033/34	\$500,000	\$770,000	\$0	\$0	\$63,500	\$206,500
<b>Total</b>	<b>\$4,910,000</b>	<b>\$6,455,000</b>	<b>\$2,940,000</b>	<b>\$0</b>	<b>\$299,500</b>	<b>-\$1,694,500</b>

Proposed work program would require an estimated \$1.69 million more in the next 10 years. It includes construction of six new toilets throughout the municipality and increased operating cost due to the provision of new toilets and upgrading other toilets to 4 STAR rating. The additional toilets and upgrade works will improve the level of service significantly.

## Ongoing Improvements Works and Timeframes

<b>ACTION</b>	<b>COMMENT</b>	<b>OCCURRENCE</b>	<b>Budget</b>
<b>SIGNAGE UPGRADES</b>	Standardise and improve signage on all facilities. Install wayfinding and directional signage.	Annual	It is included in Action Plan
<b>SECURITY UPGRADES</b>	Consider CCTV at high risk locations where design solutions may not achieve desired outcomes. Install automatic locking doors.	Ongoing	It may be considered in line with Council's Policy
<b>ACCESSIBLY UPGRADES</b>	Minor modifications and retrofit of existing facilities to improve disabled access.	Annual	Included in Capital Works Program
<b>CLEANING AND CLEANSING</b>	Regular cleaning and maintenance of facility.	Weekly	Existing Operating Budget
<b>BUILDING MAINTENANCE</b>	Repair and other miscellaneous costs.	Annual	Existing Operating Budget
<b>REACTIVE MAINTENANCE</b>	Removal of graffiti, vandalism.	Ongoing	Existing Operating Budget

**Page intentionally left blank**





# Appendices

---

## Appendix A: Terms Used in This Report

TERMS USED	DEFINITION
Australian Standard (AS) 1428	Specifies that new buildings must be capable of providing access to people with disabilities. Particular attention is focused on continuous accessible paths of travel for wheelchair users, access for people with ambulatory disabilities and access for people with sensory disabilities.
Building Code of Australia (BCA)	A uniform set of technical provisions to be incorporated into the design and construction of buildings and other structures within Australia.
Changing Places Toilet	Public toilet facilities that cater for people with severe or profound disabilities. These facilities incorporate full sized change tables tracking hoist systems, large circulation spaces and centrally placed toilet with room for carers.
Crime Prevention Through Environmental Design (CPTED)	An approach to the prevention of crime focusing on the relationship between physical environments and those who use them. Key strategies include natural access control, natural surveillance
Disability Discrimination Act (DDA)	The Disability Discrimination Act 1992 makes discrimination against an individual because of their disability unlawful. This applies to a number of areas of public life including employment, education and the access of public places
Ecologically Sustainable Development (ESD)	An integrated and holistic approach to design that aims to reduce negative environmental impacts and improve the health of building occupants. Principles of ESD include the promotion of renewable energy, reducing water use, inclusion of environmentally friendly building materials and optimising operational practices.
Gender Neutral	Terminology used to describe a facility that is accessible to all people regardless of gender, preferred by the LGBTI community as it recognises that some members of the community do not identify as either male or female
Public Toilet	A facility which contains one or more rooms/cubicles which is available for use by the public. The facility may be mechanised or automated and consist of standalone, service-hosted and privately provided facilities. A public toilet is usually located on Council owned and managed land

## Appendix B: STAR Rating Assessment Criteria and a Sample Calculation

Primary Themes	Elements	Waiting	Rating (1 to 5)	Rating for each Theme	Overall Rating
Sustainable Design	Water Usage	2	3	$(2*3+2*4+1*5+1*4)/6$  <b>=4</b>	$(4+4+4+4+4+1)/6$  <b>=4</b>
	Energy savings	2	4		
	Waste Disposal	1	5		
	Natural light and ventilation	1	4		
Crime prevention through Environmental design Principles (CPTED)	Natural Surveillance	2	5	$(2*5+2*4+1*4+1*3)/6$  <b>=4</b>	
	Natural access control	2	4		
	Territorial reinforcement	1	4		
	Maintenance and management	1	3		
Accessibility	Ease of access from surrounding activity centres	2	5	$(2*5+3*4+1*3)/6$  <b>=4</b>	
	Disabled Access	3	4		
	Hours of operation	1	3		
Structural features	Adequacy of Ventilation and lighting	2	4	$(2*4+2*3+2*5)/6$  <b>=4</b>	
	Floor and wall surfaces	2	3		
	Functional layout	2	5		
Cleanliness and Tidiness	Internally	3	5	$(3*5+3*4)/6$  <b>=4</b>	
	External and surrounds	3	4		
Ancillary features	Ancillary features	3	1	$(1*3)/3=1$	

## Appendix C: Condition Rating and Description

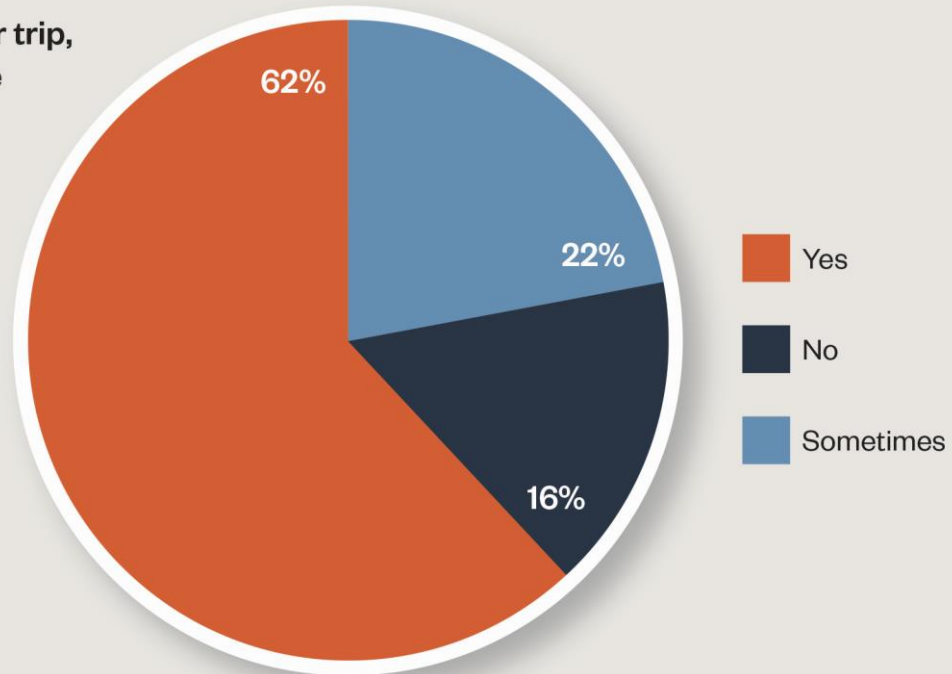
Score	Condition	Description
1	Excellent	Asset has no defects or obvious signs of wear. Asset is as new
2	Good	Asset is functional and shows superficial defects; only minor signs of deterioration in surface finishes; does not require major maintenance
3	Average	Asset is functional but shows signs of moderate wear and tear; deteriorated surfaces require attention; planned maintenance required to prevent further deterioration
4	Poor	Asset functionality is reduced; asset has significant defects/deterioration affecting major components are failing often and require significant attention; significant maintenance required to prevent further deterioration
5	Very poor	Asset has deteriorated badly or is not functional; serious structural problems; general appearance is poor with eroded protective coatings; elements are broken or are not performing; significant number of major defects exist

## Appendix D: Community Consultation Outcome

### Stage 1 – Community Consultation Outcome

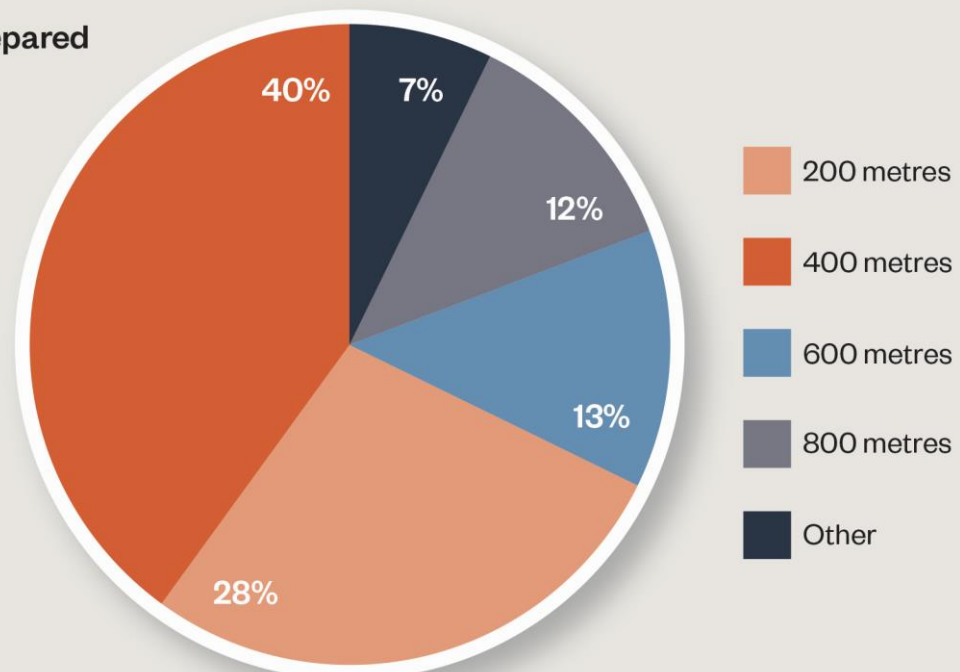
#### 1. Considering the availability of a public toilet when planning a trip.

When planning your trip, do you consider the availability of a public toilet?



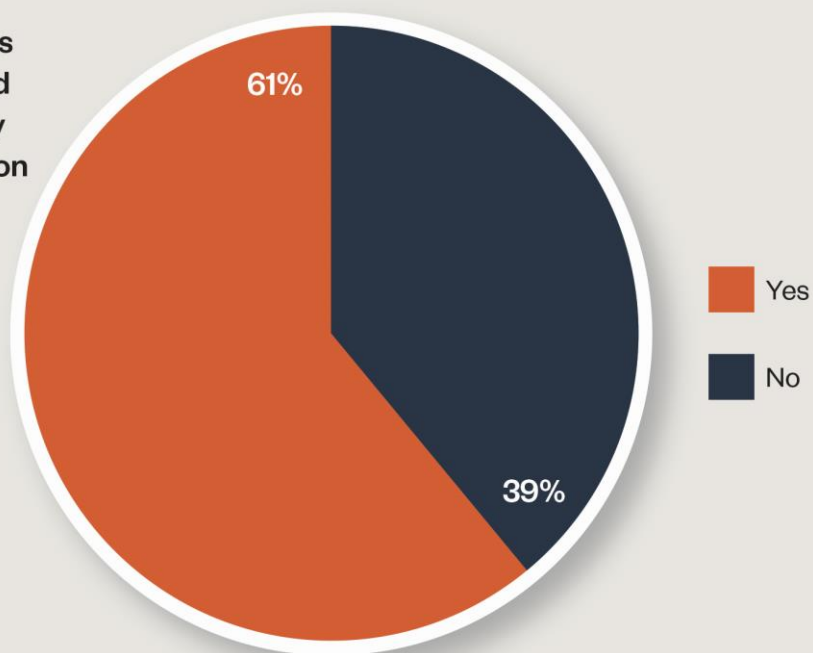
#### 2. The distance residents are prepared to walk/travel for a public toilet.

How far are you prepared to walk/travel for a public toilet?



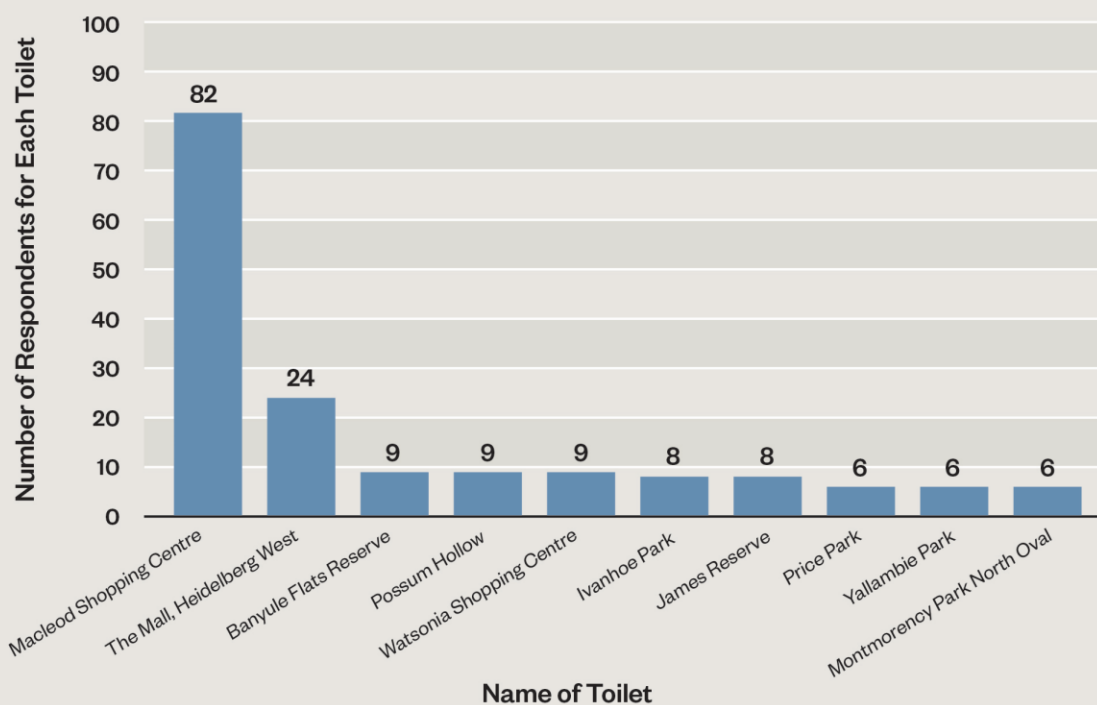
3. Avoiding any areas due to unavailability or poor public toilets.

Are there any places in Banyule you avoid due to unavailability and/or poor condition of public toilet facilities?

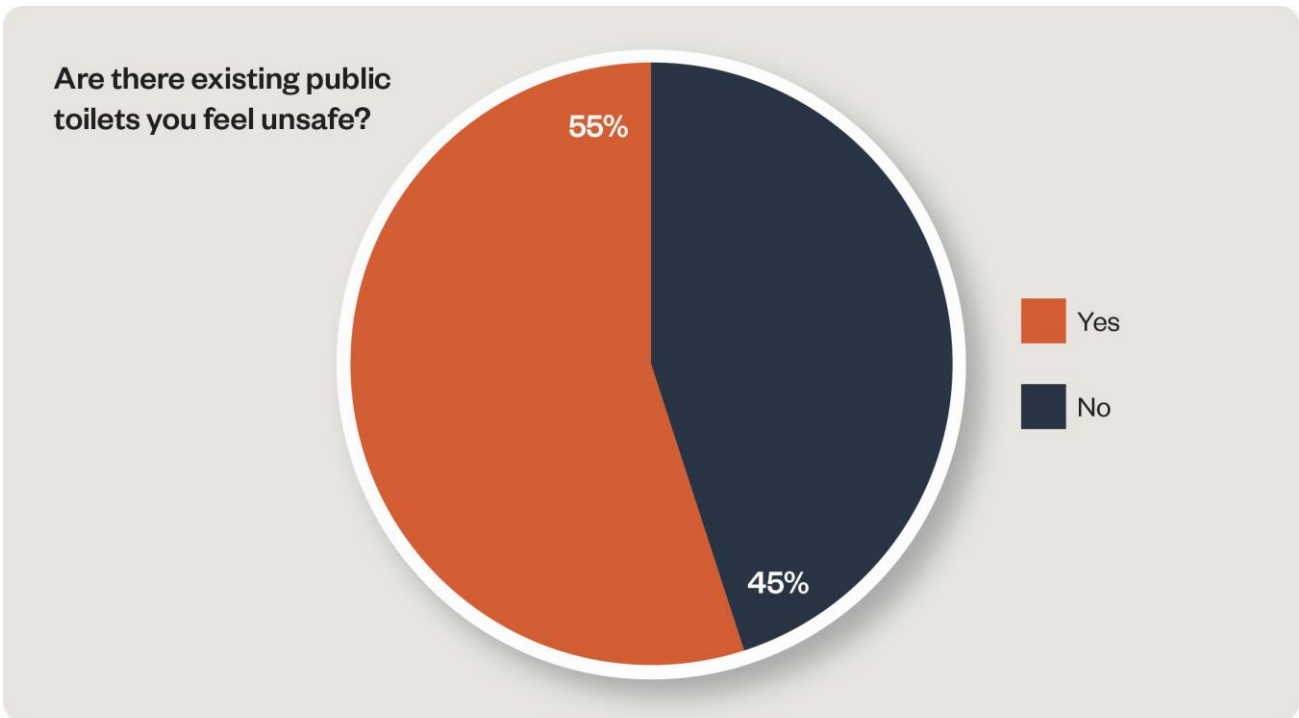


4. Areas/Toilets residents avoid due to unavailability or poor public toilets.

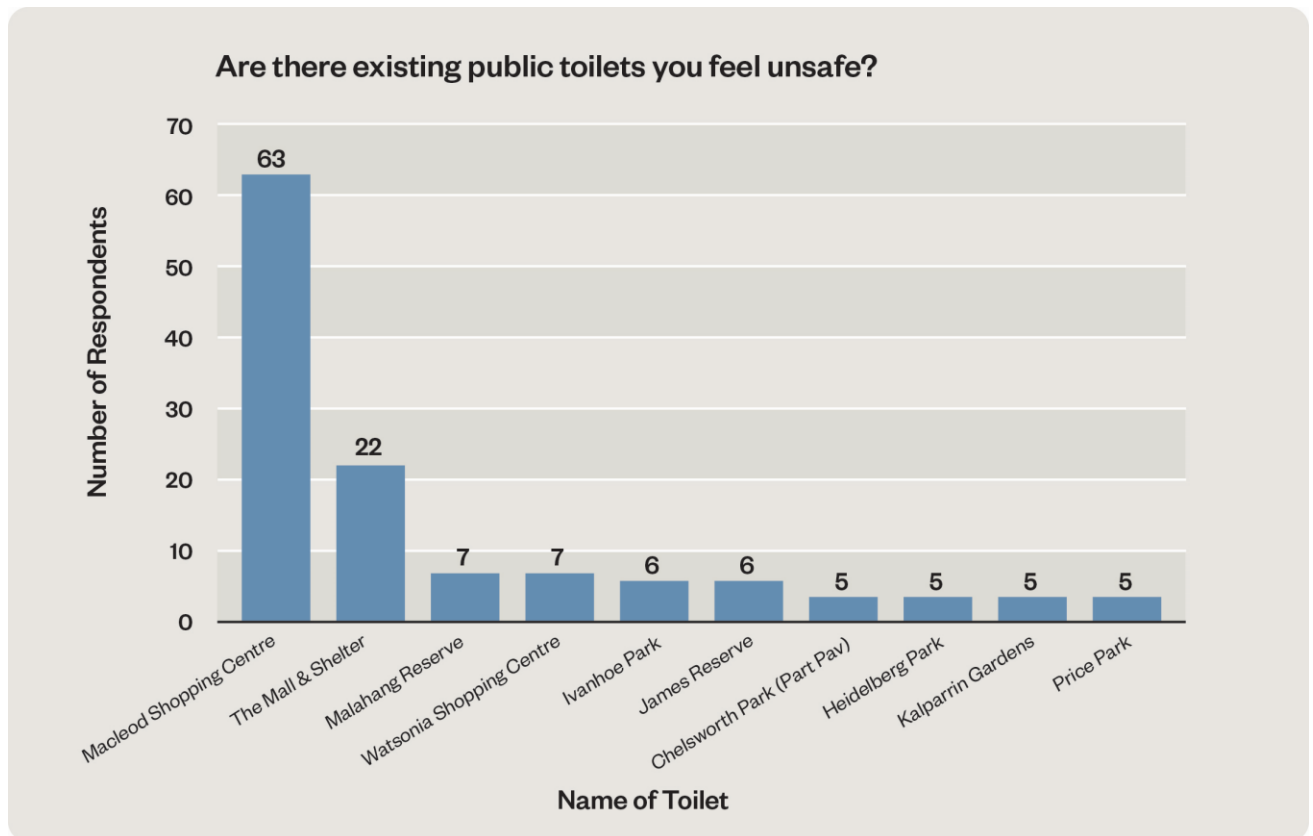
Tell us which areas and/or public toilet facilities you avoid



5. Existing public toilets where residents feel unsafe.

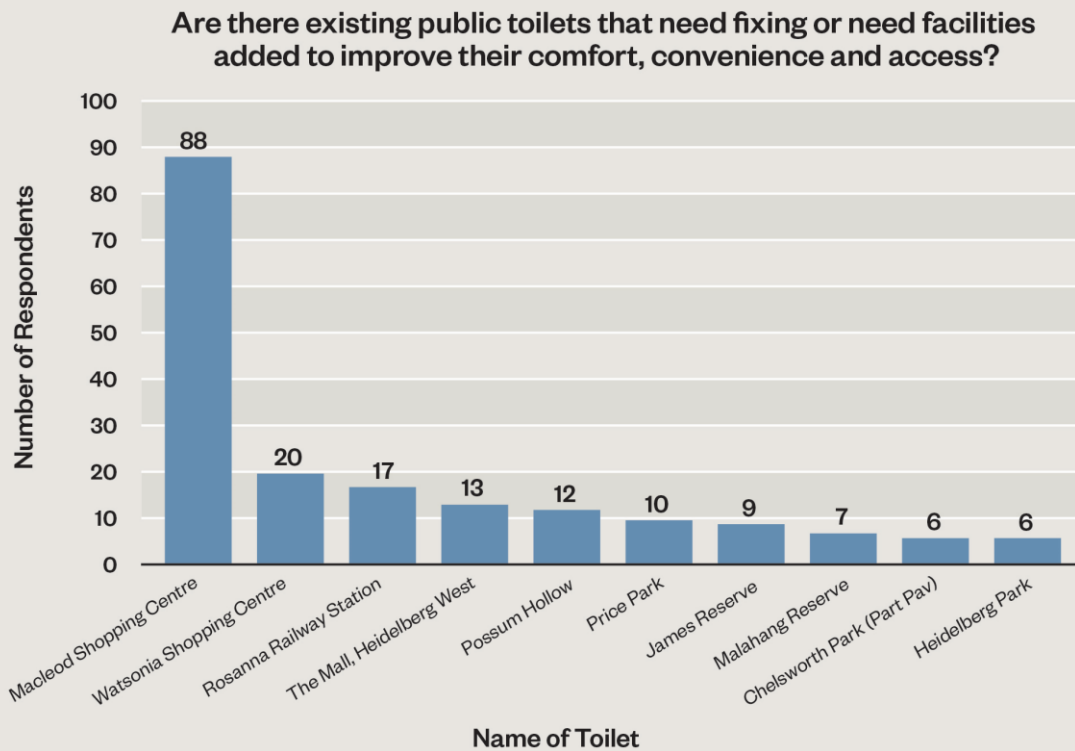


6. Locations of toilets where residents feel unsafe.

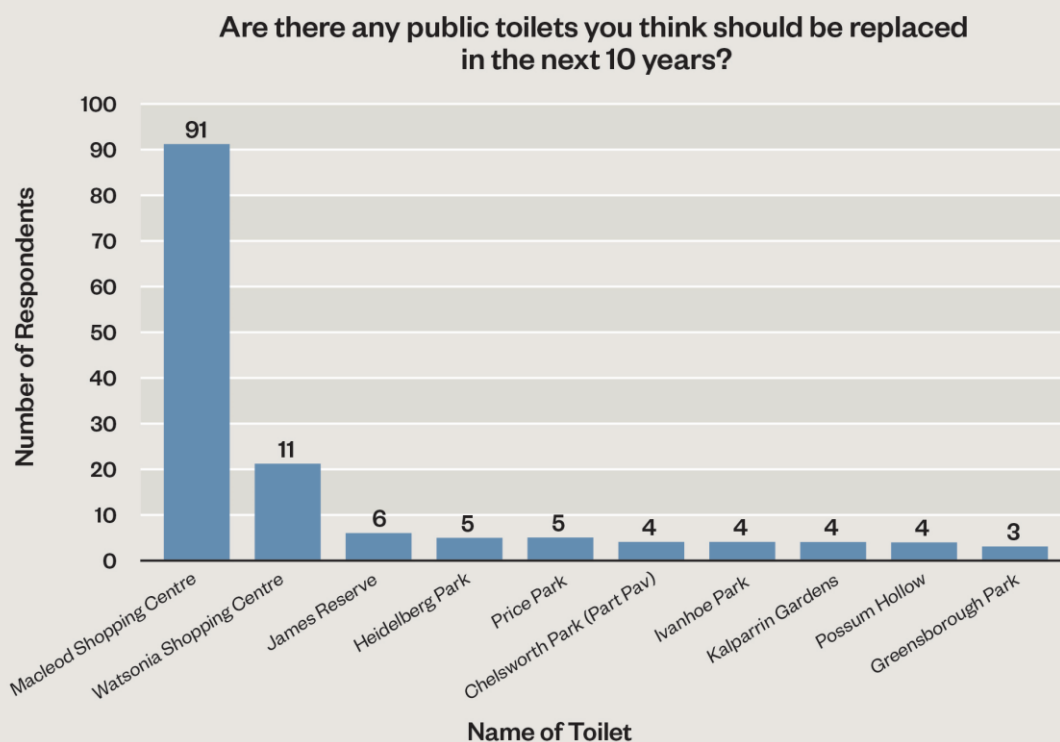




7. Existing public toilets that need fixing or need facilities added to improve their comfort, convenience and access.

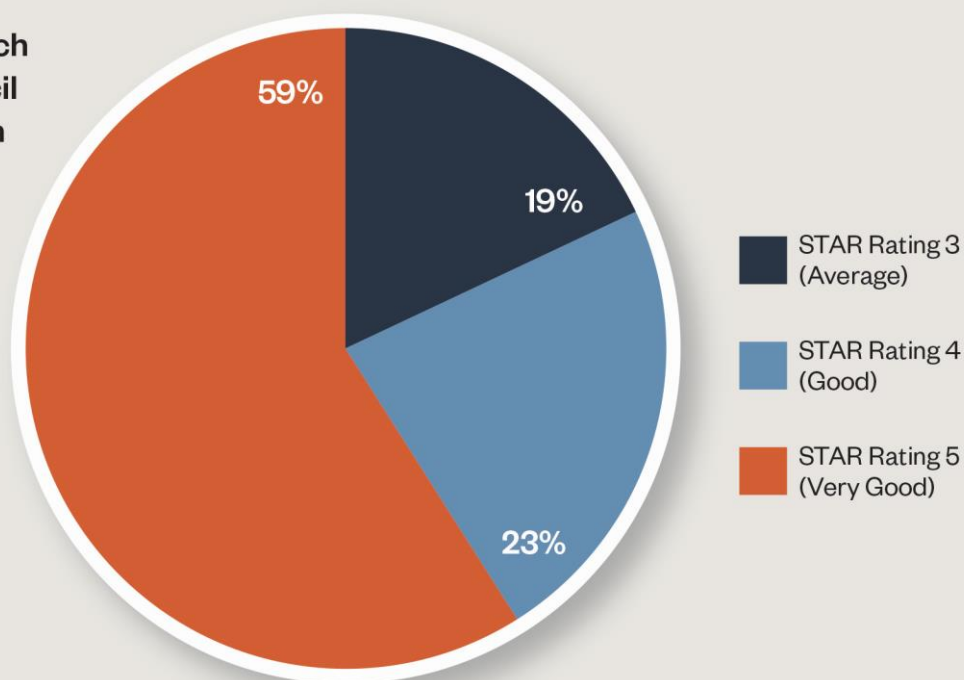


8. Public toilets should be replaced in the next 10 years.



9. STAR rating Council should aim for when maintaining its public toilets.

Please indicate which STAR Rating Council should aim for when maintaining its public toilets



10. Criteria to be considered when designing new public toilets to improve comfort, convenience and access.

Design Criteria	Number of Responses
Cleanliness	43
Safety	36
Better locations for new toilets	35
Layout/design upgrades	25
Lighting upgrades	25
Accessibility	23
Accessories	19
Separate female/male/all gender facilities	18
Child-friendly	16
Baby change facilities	10
Disabled toilet facilities	8
Maintenance	6
Better signage	2
Other	33

## Stage 2 – Community Consultation Outcome

The first revision of the plan was shared with community from 27 September 2023 to 25 October 2023 on Shaping Banyule to seek further feedback. Hardcopies of the plan was also available in:

- Ivanhoe Learning and Cultural Hub
- Council Office
- Rosanna Library
- Watsonia Library

Key findings of the consultation include:

- Council received 50 responses in total, 44 through Shaping Banyule and 6 paper submissions.
- 56% of respondents supported the draft plan including the 10-year works program and action plan. 28% of respondents did not support it and 16% of respondents were unsure.
- 62% of respondents identified as female and 36% as male, which is similar to first round of consultation in April-May 2023.
- 39% of the respondents were aged over 65 years and 75% over 45 years.
- Seven respondents (14%) did not support installing a new public toilet in Rosanna Parkland. The exact location of the proposed toilet was the main concern to these residents.
- Six respondents (12%) supported installing a public toilet in Eaglemont.
- Two respondents (4%) suggested constructing toilets at Aminya Reserve and East Ivanhoe earlier than the proposed timeframe.

## Appendix E: Toolkit

A toolkit has been developed to guide the delivery, development and management of public toilets in Banyule. The toolkit will assist with the Implementation of the Plan and guide the day-to-day decision-making of Council.

The toolkit should be read in conjunction with the vision and objectives for public toilets in Banyule and contains the following components:

1. Service Hierarchy
2. Schedule of Fixtures and Fittings
3. Assessment Frameworks
4. Design and Siting Principles

### Service Hierarchy

The service hierarchy sets out four different levels of service provision based on different toilet configurations and typologies. The hierarchy should be used to determine the minimum level of service provision for a specific location.

### Schedule of Fixtures and Fitting

A standard suite of fixtures and fittings has been developed to guide the internal and external configuration of new public toilets.

In addition to the standard suite, a number of site-specific features have been listed. These features should be installed in premium public toilets, or in locations where there is a demonstrated community need.

### Assessment Frameworks

An assessment framework has been developed to assist Council in determining future upgrades to public toilets (or installation of new toilet) outside the capital works plan.

The framework should be used when there is a demonstrated community need or community demand for a new facility, upgrade or removal of a public toilet that is not identified within the Capital Works Plan. A demonstrated community need refers to occasions where there are consistent community requests or persistent maintenance issues associated with a public toilet facility. The framework may also be useful for assessing public toilet provision as part of a wider master planning process for an area.

In first instance, justification for an action or the demonstration of community need is required before other key directions can be considered. The framework should be used in conjunction with the overall vision, objectives and principles outlined in this Plan.

### Design and Siting Principles

The design and siting principles set out a range of siting and design objectives which should be considered when installing new toilets or upgrading existing facilities. The design and siting principles have been developed based on best practice planning and have further been informed by feedback from the Community, key stakeholders and Council staff.

## Service Hierarchy

LEVEL OF SERVICE	CONFIGURATION /TYPEOLOGY	MINIMUM CUBICLES	EXAMPLE LOCATIONS	OPENING HOURS	MINIMUM CLEANING FREQUENCY	INDICATIVE LIFE CYCLE COST PER YEAR*
<b>BASIC</b>	Individual cubicles comprising: ➤ One disabled all gender cubicle ➤ One all gender cubicle	2	Small public open spaces  Linear trails/ shared paths  Other moderate use locations	Dawn – dusk	x1 per day	\$250,000 - \$300,000 capital cost \$4,000 - \$5,000 annual maintenance and cleaning
<b>STANDARD</b>	Individual cubicles comprising: ➤ One disabled all gender cubicle ➤ Two all gender cubicles	3	Neighborhood Parks, reserves and open space  Adjacent to high use playgrounds  Local activity/ commercial areas  Other high use locations	Dawn to Dusk <b>OR</b> 24 hours	x1 per day	\$350,000 - \$400,000 capital cost \$6,000 - \$7,000 annual maintenance and cleaning
<b>CO-LOCATED</b>	Individual cubicles comprising at least: ➤ Two disabled all gender cubicles ➤ Two all gender cubicles) <b>OR</b> Toilet block comprising: ➤ One disabled all gender toilet ➤ Three all gender cubicles	4	Multi-use Recreation reserves Sports pavilions	Dawn to Dusk	x1 per day/ after event	\$500,000+capital cost \$8,000 - \$10,000 annual maintenance and cleaning
<b>PREMIUM</b>	Individual cubicles comprising: ➤ One disabled all gender toilet ➤ One all gender/ ambulant/ family friendly toilet ➤ Two all gender cubicles <b>OR</b> Toilet block comprising: ➤ One all gender disabled toilet ➤ Three all gender cubicles	4+	Regional/ municipal parks and open space  High use recreation reserves  Regional playgrounds  Large activity centres  Other high-use locations	Dawn to Dusk <b>OR</b> 24 hours	x2 per day	\$500,000+ capital Cost \$13,000 - \$15,000 annual maintenance and cleaning

\*Costs are estimated and will be confirmed once design has been completed

## Schedule of Fixtures and Fittings

CATEGORY/LEVEL OF SERVICE	INTERNAL FEATURES	EXTERNAL FEATURES
<b>BASIC/ STANDARD</b>	<p><b>Toilet Cubicle</b></p> <ul style="list-style-type: none"> <li>➤ Standard toilet</li> <li>➤ Toilet Seat</li> <li>➤ Concealed cistern and pipes</li> <li>➤ Paper sheets</li> </ul> <p><b>Amenities</b></p> <ul style="list-style-type: none"> <li>➤ Hand dryer</li> <li>➤ Standard hand basin</li> <li>➤ Clothing hook</li> <li>➤ Soap dispenser</li> <li>➤ Push button tap</li> <li>➤ Non-glass Mirror</li> <li>➤ Skylight if natural lighting is not enough</li> </ul>	<p>Signage showing opening hours, gender configuration, basic contact information</p> <ul style="list-style-type: none"> <li>➤ At grade pathway access</li> <li>➤ Weather protection</li> <li>➤ Low level, drought resistant planting</li> </ul>
<b>CO-LOCATED/ PREMIUM</b>	<p><b>Toilet Cubicle</b></p> <ul style="list-style-type: none"> <li>➤ Jumbo rolls</li> <li>➤ Sanitary napkin disposal</li> </ul> <p><b>Amenities</b></p> <ul style="list-style-type: none"> <li>➤ Electric hand dryer</li> <li>➤ Baby Change table</li> <li>➤ Syringe disposal</li> <li>➤ Sensors to conserve energy and water consumption</li> <li>➤ Non-glass Mirror</li> <li>➤ Clothing hook</li> <li>➤ Rubbish bins</li> <li>➤ Soap dispenser</li> <li>➤ Non-slip surfaces/easy clean product</li> <li>➤ Electronic lock</li> <li>➤ Push button tap</li> <li>➤ Skylight if natural lighting is not enough</li> </ul>	<ul style="list-style-type: none"> <li>➤ Automatic locking doors</li> <li>➤ Communal hand wash basins</li> <li>➤ Screening</li> <li>➤ Public art</li> </ul>
Disabled and ambulant toilets	In accordance with AS1428	In accordance with AS 1428

### Notes

\*The use of specific fixtures and fittings should be considered on a site-specific basis. For example, in high use locations, where accommodating the maximum number of people is a priority, required fixtures should be considered. In locations where there is anti-social behaviour the use of security cameras or automatic locking doors may be appropriate in line with Council's privacy policy.



## Assessment Framework

### Renewal and Upgrade of Existing Facilities

DIRECTIONS	CHECKLIST	YES	NO	RESOURCES
Demonstrated community need for this facility to be replaced or refurbished	Is there evidence from the community or Council audits/records that the existing facility is not adequately functioning?			>> Community surveys >> Public Open Space Strategy >> Local masterplans or structure plans
The existing public toilet in poor condition	Is there presence of vandalism or graffiti?			>> Public toilet audit data >> Empirical observations Or anecdotal information from the community, Council staff, cleaning, Service or maintenance contractors
	Are the facilities unhygienic and difficult to maintain/ clean?			
	Are there obvious signs of wear on the existing facilities within the toilet?			
	Are features within the toilet broken or not operational?			
	Are there issues with odour or presence of vermin?			
	Is the environment or facility unsafe or dangerous?			
	Are there negative perceptions of safety or is there presence of antisocial behaviour?			
The existing toilet has a low level of usage	Does the facility adhere to the Location and Siting Principals?			>> Counters >> Empirical observations or anecdotal information from the community, Council staff, cleaning, service or maintenance contractors >> Maintenance costs >> Water usage, levels of Toilet paper, soap Consumed weekly, monthly or annually
	Opening hours and availability			
The toilet does not have appropriate fixtures or fittings	Is the facility DDA compliant?			>> Service Provision Hierarchy >> List of Fixtures and Fittings
	Does the facility adhere to the principals of universal access?			
	Site specific features			
Ecologically sustainable	Are there any low water use fittings?			>> WELS ratings
	Is the facility energy efficient e.g. energy efficient lighting/natural light?			>> Council's Environmental

DIRECTIONS	CHECKLIST	YES	NO	RESOURCES
development (ESD)	Is there a balance of landscaping with amenity and public safety?			Service Unit >> Local provenance
Other Notes				

## New Facilities

DIRECTIONS	CHECKLIST	YES	NO	RESOURCES
There is not an existing public or planned toilet nearby	Are there public toilets within 400m of the proposed location?			>> GIS database mapping >> National Toilet Map >> Activity Centre strategies >> Local masterplans or structure plans >> Public Toilet Capital Works Plan
	Is there one or more private or community hosted toilets that are accessible within 400m available? (e.g. libraries, community centres, indoor sport and recreation centres)			
	Are there any toilets (public or private) within 800m of the proposed location?			
	Are there privately operated public toilets within close proximity to the proposed location? (e.g Shopping Plaza)			
There is a high movement of pedestrian, cycling or other active transport modes and the proposed location in an area with a growing catchment	Are there activity generators and a diversity of land uses in the area?			>> ABS Population protections >> Surrounding mixture of land uses >>Public Open Space Strategy >> Northern Regional Trails Strategy >> Bicycle Plan >>Integrated Transport Plan >> Local masterplans or structure plans
	Is there different types of transport and connectivity available?			
The new toilet will enhance community safety, health and wellbeing	Contribution to the existing public toilet network			>> Council Plan >>nclusion Access and Equity Framework >> LGBTI Plan >> Disability Action Plan >> Open Space Plan >> Festival and Events Guide
	Social indicators			
	Would a facility meet the needs of different user groups?			
Ecologically sustainable development (ESD)	Are there any low water use fittings?			>> WELS ratings >> Environmental Unit >> Local provenance indigenous shrubs
	Is the facility energy efficient e.g energy efficient lighting/natural light?			
	Is there a balance of landscaping with amenity and public safety?			
Other Notes				

## Removing an Existing Facility

DIRECTIONS	CHECKLIST	YES	NO	RESOURCES
Is there adequate justification for the removal of an existing public toilet?	Is there evidence from the community or Council audits/records that the existing facility is not adequately functioning?			>> Community surveys >> Public Open Space Strategy >> Local masterplans or structure plans
The existing public toilet in poor condition	Presence of vandalism or graffiti			>> Public toilet audit data >> Empirical observations or anecdotal information from the community, Council staff, cleaning, service or maintenance contractors
	Facilities are unhygienic and difficult to maintain/clean			
	Obvious signs of wear on the existing facilities within the toilet			
	Features within the toilet are broken or do not work			
	Issues with odour or presence of vermin			
	Environment/facilities are unsafe or dangerous			
	Negative perceptions of safety or presence of antisocial behaviour			
The existing toilet has a low level of usage	Location and siting			>> Counters >> Empirical observations or anecdotal information from the community, Council staff, cleaning, service or maintenance contractors >> Maintenance costs >> Water usage, levels of toilet paper, soap consumed weekly, monthly or annually
	Opening hours and availability			
Does the existing toilet meet the majority of the design and siting principles?	Is the facility DDA compliant?			>> Service Provision Hierarchy >> Design and Siting Principals
	Does the facility adhere to the principals of universal access?			
	Site specific features			
Will the removal of the toilet create a gap in accessible toilet provision?	Are there toilets within 400m of the proposed location?			>> GIS database mapping >> National Toilet Map >> Activity Centre strategies >> Local masterplans or structure plans >> Public Toilet Capital Works Plan
	Is there one or more private or community hosted toilets that are accessible within 400m available? (e.g. libraries, community centres, indoor sport and recreation centres)			
	Are there any toilets (public or private) within 800m of the proposed location?			
	Are there privately operated public toilets within close proximity to the proposed location? (e.g. Shopping Plaza)			
Other Notes				

## Design & Siting Principles

### Design & Siting Principles

The following design and siting principles should be considered when installing or upgrading any public toilet in Banyule.

1. Locate toilets near central, multi-use community facilities that draw on existing walking catchments.
2. Site toilets in accessible locations that maximise visibility to the street/public space and orientate toilets toward well lit areas and to allow for natural ventilation and daylight.
3. Integrate toilets seamlessly into the public realm by incorporating low-level landscaping and avoid obstructing toilets with dense landscaping, vegetation or impermeable barriers.
4. Ensure entrances/doorways have a direct line of sight to and from the public realm to allow for passive surveillance.
5. Design toilets to integrate into the public realm, reflect the local character and where appropriate, encourage artistic design expression for toilets in high usage locations.
6. Incorporate appropriate fixtures within toilets that are responsive to the local context and balance community expectations with maintenance practicalities.
7. Ensure compliance with AS1428 and DDA where practicable and other best practice accessibility guidelines.
8. Clearly sign toilets by providing directional signage where required to improve legibility and access. Provide signage on toilets which shows opening hours, contact details and gender availability.
9. Incorporate Crime Prevention through Environmental Design (CPTED) principles to ensure toilets are constructed with materials that are durable, sustainable and vandal resistant and reduce the opportunities for crime and antisocial behaviour.
10. Incorporate materials, fixtures and fittings that promote environmental sustainability.