Hobsons Bay Public Toilet Strategy

2022-2032

HOBSONS BAY CITY COUNCIL

Fearon Reserve, Williamstown

Acknowledgements

Council acknowledges the Bunurong People of the Kulin Nation as the Traditional Owners of these municipal lands and waterways. We recognise the first people's relationship to this land and offer our respect to their elders past and present.

Council acknowledges the legal responsibility to comply with the Charter of Human Rights and Responsibilities Act 2006 and the Equal Opportunity Act 2010. The Charter of Human Rights and Responsibilities is designed to protect the fundamental rights and freedoms of citizens. The Charter gives legal protection to 20 fundamental human rights under four key values that include freedom, respect, equality and dignity.

This strategy was compiled by Hobsons Bay City Council for reference purposes only. For further information contact Hobsons Bay City Council on 9932 1000
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Executive Summary

This Public Toilet Strategy (PTS) will guide the development and management of public toilets in Hobsons Bay during the ten years 2022 – 2032.

Council recognises that the provision of public toilets is critical to enable all members of the community to use public spaces and participate in community life.

Council currently provides and manages 37 public toilet facilities. This stock comprises predominantly free-standing facilities located in parks, activity centres and along the Yarra River and Port Phillip Bay foreshores. Council also provides public toilets within many of its community facilities (e.g. libraries, senior citizens, sports pavilions), however the PTS does not address the management of these.

Existing public toilets are located in a variety of contexts and are of significantly varying age, style and standard, and provide a range of levels of amenity. In recent years, numerous facilities have been updated, and new facilities added to the stock.

The purpose of the Public Toilet Strategy is to guide the provision and management of public toilet facilities in the appropriate places to encourage community health, participation and recreation, while supporting economic development. The PTS includes:

- Criteria for determining where to provide public toilets, and what types of toilet to provide
- An evaluation framework to guide decision-making about the provision of public toilets
- A 10-year program of projects (upgrades, replacements and new installations) prioritised according to the evaluation framework
- An additional program of Changing Places
- Principles and guidelines for the planning and development of toilets
- An indication of the anticipated budgetary implications of these actions.

Key recommendations

The key recommendations for the future development and management of Council's toilet stock are:

- Continue to progressively replace or upgrade older, substandard toilets
- Develop Changing Places in key locations to support people with higher support needs, their families, and carers
- Introduce a program of upgrades to the existing toilet stock with a focus on compliance and signage
- Assess future toilet needs and requests against a new evaluation framework to ensure improved strategic alignment in decision-making
- Introduce an annual program of demand and use audits to improve information used in decision-making
- Investigate for possible adoption a new approach to signage that indicates the fittings/equipment within facilities and cubicles, rather than indicating expected gender of users
- Establish a set of robust principles to guide planning and development of toilets
- Establish a clear, documented process for making decisions, and implementing projects
- Allocate a consistent annual budget to ensure completion of recommended works within the ten year currency of the Strategy

Review of existing facilities

A review of Council's existing public toilets was undertaken in 2021, including consultation with Council officers responsible for the development and management of toilets. The review found that, while older facilities were of poor standard, generally the numerous newer facilities are providing much better service and amenity to the community.

Challenges in the development of new facilities include:

- Internal and external consultation
- Coordination of service connections
- Post occupancy management
- Design detail:
    - Some paths are not fully compliant for wheelchairs and walking frames
    - The required luminance contrast may not have been achieved between elements of the facility
    - Some signage is not fully compliant
    - Some materials and fittings are performing poorly
    - The detailing and installation of doors has presented management challenges in coastal locations where strong winds are experienced

Accessibility

The development of the Strategy involved a review of contemporary attitudes and practice in the achievement of equitable access to public toilets. Significant progress has been made in ensuring that people of all abilities are able to access toilets. It is now legislated that toilets must conform to AS1428: Design for access and mobility.

An emerging issue that presents access challenges to some people is the 'gendering' of facilities. Standard practice is that signage includes pictograms to indicate whether facilities are intended for males, females or both genders. Such signage discriminates against people who do not define as one gender or the other, and opens them to the risk of harassment. This approach is currently supported by AS1428: Design for access and mobility.

It is recommended that Council:

- Investigate an alternative approach to signage based on the principle that signage should indicate the service and equipment that are provided in a facility, rather than the person expected to use it.
- Depending on the result of this investigation, institute an ongoing program focussed on compliance and signage to address these issues.

Apex Park, Altona

Evaluation Framework

A framework and process have been developed for evaluating and prioritising new toilet requests and proposals. Key steps at the beginning of any proposal are:

1. Determine whether there is an existing toilet that can service the area.
2. Evaluate and score the proposal against key decision-making criteria in the evaluation framework:
    - Demand
    - Strategic alignment
    - Context and siting analysis
3. Undertake a feasibility analysis and preliminary siting exercise to determine:
    - that a toilet can be sited:
        - safely
        - without compromising the amenity of the location
    - that site services are available and accessible
4. Undertake community consultation (noting that consultation may be part of larger project)
5. Depending on the findings of the community consultation, proceed with design development, documentation, tendering and construction.

Implementation

The Strategy recommends that over the next ten years Council:

- Demolish 2 existing substandard toilets
- Replace or upgrade 2 existing toilets
- Install 15 new public toilets

In addition, seven sites have been identified for the recommended development of Changing Places[1]:

- Bruce Comben Reserve, Altona Meadows
- McCormack Park, Laverton
- Altona Beach - Weaver Reserve, Altona (upgrade to existing facility)
- Williamstown Beach (Sadler Reserve), Williamstown
- Commonwealth Reserve, Williamstown
- Cherry Lake Reserve, Altona
- Newport Lakes Reserve, Newport

In addition, the following matters require further analysis and advocacy:

- Council is currently advocating for the development of the Hobsons Bay Wetland Centre to be developed at Truganina Park/Laverton Creek, Altona Meadows. Consideration will be given to the inclusion of public toilets and Changing Places within this facility.
- The toilet block adjacent to Laverton Active Hall is likely to require upgrading or replacement within the life of this strategy, however this should be considered in the context of planning for broader service and facility development.
- The toilet at the Altona Coles car park may require redevelopment.

[1] Changing Places are facilities that are larger than standard accessible toilets with a height adjustable adult-sized change table, a tracking hoist and space for two people either side of a peninsula toilet.

Budget framework

There are a number of aspects to the funding of public toilets:

- Operational - Cleaning and maintenance
- Capital - New and refurbishment

It is recommended that additional allocations be made for:

- Operational - Annual usage audit
- Capital – Compliance and signage upgrades

A tranche of possible projects for evaluation was identified by a combination of Council officer recommendation, investigation and community suggestions. These were scored using the evaluation framework, and anticipated costs identified to provide an overview of the funding requirements over the life of this strategy.

Seventeen possible toilet projects were evaluated and scored against the criteria established in the evaluation framework. Out of a possible maximum score of 15, the proposals received scores ranging from 8 – 14. The scores have also been applied in a sensitivity test to guide prioritisation of projects depending on budget availability. Should allocation of funding fall short of that anticipated for the implementation of all projects, then low scoring projects may be cancelled or deferred.

	Full program	Sensitivity test - Evaluation score	
		Exclude sites scoring < 10	Exclude sites scoring < 11
Anticipated 10 year cost	$3,685,000	$2,985,000	$2,460,000
Anticipated annual cost	$368,500	$298,500	$246,000

Table 1 Proposed public toilets actions 2022-2023

Item	Model	Value
Operational		
Annual usage audit		$10,000
Cleaning and maintenance	Standard	$300,000
	Exeloo	$170,000
Total operational		$480,000*
Capital		
Compliance and signage improvement program		$10,000
New and refurbishment		$246,000 - $368,500
Total capital		$256,000 - $378,500*

* Indexed to CPI

Table 2 Proposed annual budget framework

Changing Places are anticipated to cost approximately $170,000 each x 7 = $1,190,000. Council can choose to fund these facilities itself, however, given that the State Government may provide funding for the development of Changing Places, the costs of these have not been included in the budget calculation.

	Site	Suburb	Score	Recomm-endation	Recommend-ed toilet type	CP
1	Newport Park	Newport	14	New	Standard	
2	Williamstown Botanic Gardens	Williamstown	13	New	Standard	
3	Donald McLean Reserve	Spotswood	13	Demolished – construct new	Standard	
4	Borrack Square	Altona North	12	New	Exeloo	
5	Bruce Comben Res	Altona Meadows	12	Project currently in planning	Standard	✓
6	The Circle	Altona North	12	New	Exeloo	
7	Sadler Reserve	Williamstown	12	New	Standard	✓
8	Blenheim Rd Res	Altona North	11	Currently under construction	Standard	
9	Hudson's Road	Spotswood	11	New	Exeloo	
10	G. Den Dulk Res	Altona	10	New	Standard	
11	Homestead Run	Seabrook	10	New	Standard	
12	Langshaw Res	Altona North	10	New	Standard	
13	Leo Hoffman Res	Newport	9	New	Standard	
14	D. N. Duane Res	Altona North	9	New or investigate access to pavilion toilet	Standard	
15	C. W. Carlsson Res	Altona Meadows	9	New	Standard	
16	Ford Reserve	Altona	8	Demolish existing	NA	
17	R. J. Cooper Res	Altona North	8	New	Standard	
18	Warmies Boat Ramp	Newport	Extg	Replace or upgrade	Standard/ Exeloo	
19	W. G. Cresser Res	Seaholme	Extg	Demolish existing	NA	
20	Harrington Square	Altona	Extg	Replace or upgrade	Standard/ Exeloo	

Table 3 Proposed public toilets actions 2022-2023

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1 Introduction

Hobsons Bay City Council recognises that the provision of public toilets is critical to enable all members of the community to use public space and participate in community life.

The provision and management of public toilets has significant social and budgetary implications, both capital and operational. It is therefore critical that Council have a robust and sophisticated framework for making decisions about the location and design of toilets to ensure that the public benefit is maximised and that the provision of toilets represents value for money.

This strategy supersedes the previous version that was prepared in 2013.

1.1 Purpose

The purpose of the Public Toilet Strategy is to establish a framework for the provision and management of public toilet facilities in the appropriate places to encourage community health, participation and recreation, while supporting economic development.

It includes guidelines on the appropriate provision of toilets, and a ten-year program of works to improve the facility stock.

1.2 Hobsons Bay

The City of Hobsons Bay is situated at the northern end of Port Phillip Bay, about 7kms west of central Melbourne. Hobsons Bay is known for its rich natural environment, its maritime history and its industrial strength.

The Yalukit Wilum clan were the first people to occupy the area now known as Hobsons Bay. A number of sites of significance to the Aboriginal community are located throughout the municipality, particularly along the coastal trail. Council recognises the Bunurong People of the Kulin Nation as the Traditional Owners of these municipal lands and waterways.

Hobsons Bay was created on 22 June 1994, following the amalgamation of the former Cities of Williamstown and Altona with parts of Laverton and South Kingsville.

It includes the suburbs of Altona, Altona Meadows, Altona North, Brooklyn, Laverton, Newport, Seabrook, Seaholme, South Kingsville, Spotswood, Williamstown and Williamstown North. Each suburb has its own unique character, from the historic seaport of Williamstown with its range of heritage buildings, to the more recently developed residential areas of Altona Meadows and Seabrook. Hobsons Bay also has a range of major industrial complexes, which contribute significantly to the economy of Victoria.

Hobsons Bay is unique to the Western Metropolitan Region. It covers an area of approximately 64 square kilometres with over 20kms of coastline. It is also home to significant coastal wetlands, five creek systems, remnant native grasslands, and important flora and fauna habitats, which makes up 24 per cent of the city's total land area.

1.3 Policy Context

This section sets out the key Council policy documents that have guided the development of this strategy, and that in turn will be supported by the implementation of the Strategy.

Hobsons Bay 2030 Community Vision

> By 2030, embracing our heritage, environment and diversity, we – the community of Hobsons Bay – will be an inclusive, empowered, sustainable and visionary community, led and supported by a progressive Council of excellence.

Council Plan 2021 – 25

The Council Plan 2021 – 25 establishes the following objectives:

1. HEALTHY, EQUITABLE AND THRIVING COMMUNITIES.
   Be a city where all members of the community can participate equitably, feel safe, connected and achieve good health and social wellbeing.
2. VALUING OUR ENVIRONMENT.
   Foster a sustainable way of living in response to climate change through active involvement in alternative energy use, reduction of waste, enhancement and conservation of our natural environment.
3. VIBRANT PLACE AND ECONOMY.
   Support a resilient local economy that facilitates job growth and retention, promoting Hobsons Bay as a place to live, work, invest, recreate and visit.
4. VISIONARY COMMUNITY INFRASTRUCTURE.
   Develop and maintain infrastructure to promote liveability, planning for the future need and growth of the community, while preserving heritage, environment and neighbourhood character.
5. A HIGH PERFORMING ORGANISATION.
   Delivering value for money through efficient processes, digital transformation and continuous improvement with a willingness to try new approaches as to how we do, what we do. We will be transparent and responsive to the needs of the community through meaningful connection, communication and engagement.

A Fair Hobsons Bay for All 2019–23

A Fair Hobsons Bay for All 2019-23 aims to increase fairness and equity for people who live, work, learn and play in Hobsons Bay. It prioritises populations who may be more likely to experience disadvantage, including people with a disability, culturally and linguistically diverse communities, women and girls, and LGBTIQA+ communities.

The policy establishes key objectives for supporting these priority populations by supporting access for all people within amenities, public infrastructure, community facilities, housing and neighbourhoods, and ensuring that everyone has equitable opportunities to access the foreshore and open space. These objectives also align with the Victorian Governments State Disability Plan *Inclusive Victoria: State Disability Plan 2022-26* and Universal Design principles.

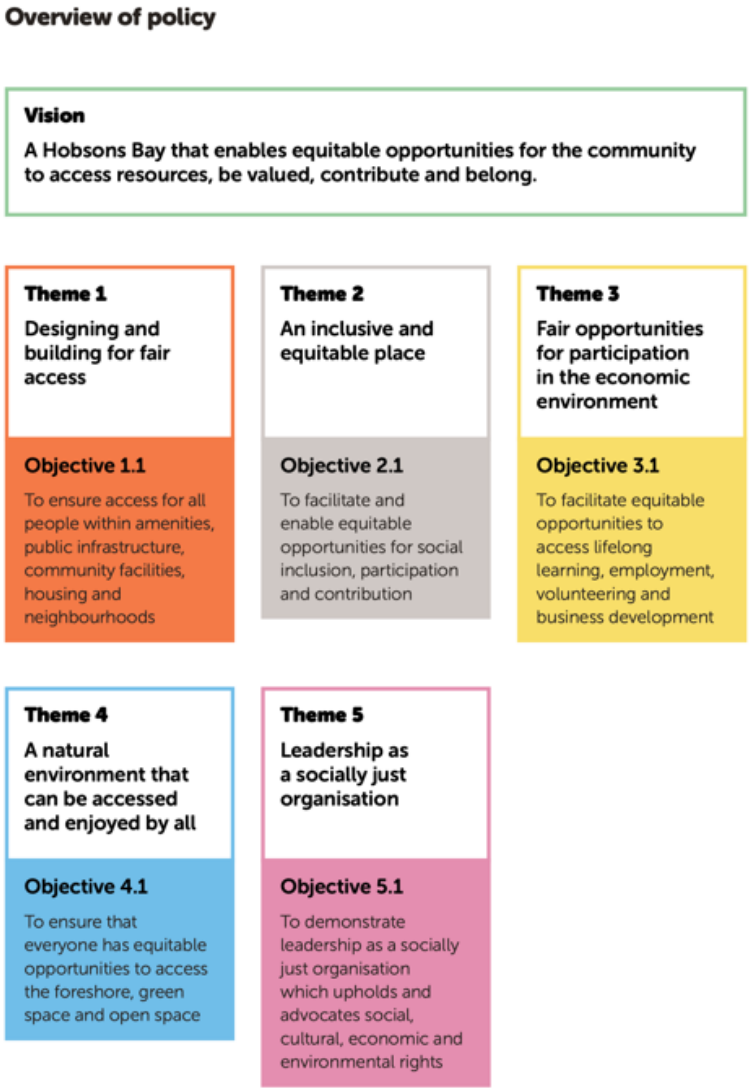


Image 1 Overview of Policy Framework - A Fair Hobsons Bay for All 2019-23

Universal Design Policy Statement for Council buildings & the public realm, 2017

The purpose of this document is to provide Council with guidance on how the design of buildings and the public realm can improve accessibility through the use of Universal Design principles:"

1. Equitable use
2. Flexibility in use
3. Simple and intuitive use
4. Perceptible information
5. Tolerance of error
6. Low physical effort
7. Size and space for approach and use

In relation to public toilets the policy states the need for universal access, and references *AS1428.1 - 2009 Design for access and mobility* in achieving this.

Open Space Strategy 2018-28

The Hobsons Bay Open Space Strategy is Council's key document that guides the provision, protection, planning, design and management of open space. The Strategy defines an open space hierarchy for Hobsons Bay, and classifies its open spaces under that hierarchy.

The Strategy also determines the toilet service standards to be provided within the hierarchy of Council managed parks and reserves, based on the size, function, catchment, length of stay of each space, and other key features and infrastructure.

Activity Centres Strategy 2019-36

The Hobsons Bay Activity Centres Strategy (HBACS) outlines a vision for Hobsons Bay's activity centres, and sets out eleven directions, supported by strategies, and place-based policies and actions, to bring this vision to fruition as population grows. The appropriate provision of public toilets within the hierarchy of activity centres plays a critical role in achieving the vision.

Economic Development Strategy 2015-2020

The Economic Development Strategy contains an aspiration that Hobsons Bay will become a community that is characterised by high quality activity centres that meet the needs of local businesses, residents and visitors.

The provision of public toilets in high level activity centres will support this vision.

Experience Hobsons Bay: Tourism Strategy 2019-2024

Experience Hobsons Bay: Tourism Strategy 2019-2024 notes the importance of the visitation to the local economy, and includes an objective to improve visitor experiences

The provision of public toilets in high demand locations will support this ambition.

1.4 Council's Role

Hobsons Bay currently provides and manages approximately 37 public toilet facilities.[2] These are located in a variety of contexts and are of significantly varying age, style and standard, and provide a range of levels of amenity.

Council's role in providing public toilets comprises:

- Planning, prioritising and budgeting for toilet construction and upgrades
- Servicing and maintenance – reactive and planned
- Decommissioning and demolishing toilets that are at the end of their useful life, or that are no longer required.

[2] This number is predominantly freestanding toilets located in parks and shopping strips, and a small number that are attached to other facilities.

1.5 Public Toilets to which this strategy applies

The facilities that are covered by this strategy are those that are managed independently of Council community and sporting facilities:

- Freestanding facilities
- Facilities that are attached to other structures, but managed independently of management of that facility or service.

This strategy does not apply to:

- Private public toilets - Toilet facilities that are owned and maintained by private entities including shops, local businesses, cafes, restaurants and service stations
- Service-hosted public toilets - Public toilet facilities associated with Council facilities or buildings including libraries and sporting pavilions. These types of toilets are not directly accessible by the public and may require users to pass through a service point.

1.6 Methodology/Process

This strategy was developed via the following process and tasks:

- Consultation with Council staff
- A tour of the municipality and inspection of a range of toilets and their contexts
- Review of relevant background documents, policies and strategies, including the previous Public Toilet Strategies (2007, 2013)
- Review of contemporary thinking and practices in the provision of public toilets, including Council's obligations under the Gender Equality Act 2020 to promote gender equality in policies, programs and services that affect the public
- Preparation of Background Report
- Phase 1 community consultation, including discussions with a number of advocacy groups
- Development of this draft Public Toilet Strategy

Altona Boat Ramp

1.7 Glossary

Accessible

Accessible toilets are specifically designed to provide enough space to accommodate wheelchair access and assistance when transferring from wheelchair to toilet. Accessible toilets include features such as lower mirrors and washbasins, contrasting toilet seat colour, grab rails and braille signage.

Activity Centre

Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity of use from smaller neighbourhood centres to major suburban centres and larger metropolitan centres. (Plan Melbourne 2017-50)

All-gender

All-gender toilets are facilities that can be used by everyone. They do not have gendered signage, and do not require the person using them to define into a gender. Some All-gender toilets incorporate additional facilities e.g. accessible toilets, baby changing facilities, or showers.

Ambulant toilet

Ambulant toilets are specifically designed for those with ambulant disabilities that do not require the extra space that is provided by Accessible toilets. Primarily, they are for those that do not require the use of a wheelchair, for example, those with sensory loss, arthritis or require the use of a walking frame.

Changing Places

Changing Places are facilities that are larger than standard accessible toilets with a height adjustable adult-sized change table, a tracking hoist and space for two people either side of a peninsula toilet.

Exeloo

Brand name: modular automated toilet for which there is a single supplier in Victoria - W C Innovations.

Gender-segregated

Gender-segregated toilets are facilities that are designed and signed to be used by people who identify as male or female. They are signed with the relevant male or female gender symbol.

Apex Park, Altona

2 Background

2.1 Existing Conditions

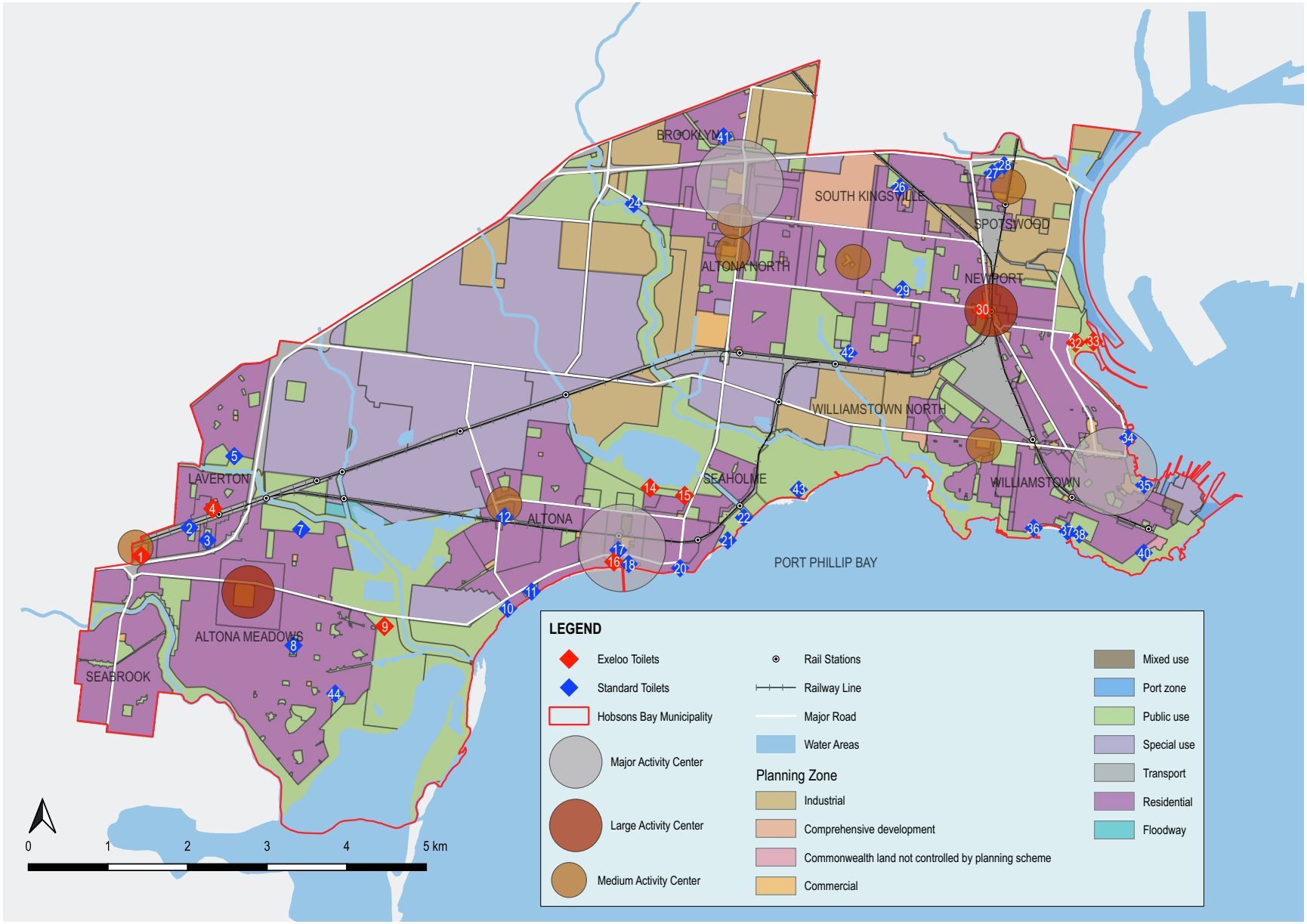
Hobsons Bay currently provides and manages 37 public toilet facilities. This stock comprises predominantly free-standing facilities located in parks, shopping centres and along the Yarra River and Pt Phillip Bay foreshores. Council also provides public toilets within many of its community facilities (eg libraries, sports pavilions), however the PTS does not address the management of these.
Council's existing stock has been developed in response to understandings of need and to achieve the objectives of inclusivity and the commitment to providing public toilets to support active participation in community life and the public realm. Existing public toilets are located in a variety of contexts and are of significantly varying age, style and standard, and provide a range of levels of amenity.

Aviation Road, Laverton

Site*		Suburb
10	Apex Park	Altona
43	P A Burns Reserve	Altona
15	Cherry Lake Park	Altona
17	Coles Carpark	Altona
	Ford Reserve	Altona
14	Fresno St	Altona
12	Harrington Square	Altona
16	Logan Reserve	Altona
11	G. H. Ransom Reserve	Altona
18	Weaver Reserve	Altona
8	Altona Meadows Community Park	Altona Meadows
9	H. D. Graham Reserve	Altona Meadows
7	A. B. Shaw Reserve	Altona Meadows
44	Tatman Reserve	Altona Meadows
24	G. J. Hosken Reserve	Altona North
42	Blenheim Road Reserve	Altona North
41	Brooklyn Reserve	Brooklyn
1	Aviation Road	Laverton
2	Laverton Active Hall	Laverton
3	Curlew Park	Laverton
4	Lohse Street Reserve	Laverton
5	McCormack Park	Laverton
32	Greenwich Reserve Public Toilet	Newport
29	Newport Lakes	Newport
30	Newport Bus Stop	Newport
33	Warmies Boat Ramp	Newport
22	Altona Boat Ramp	Seaholme
20	R. Frazer Reserve	Seaholme
21	W. G. Cresser Reserve	Seaholme
26	Edwards Reserve	South Kingsville
35	Commonwealth Reserve	Williamstown
38	Fearon Reserve	Williamstown
34	L. E. Burgoyne Reserve (Parks Vic)	Williamstown
40	Point Gellibrand Coastal Heritage Park (Parks Vic)	Williamstown
36	Williamstown Beach (Surf Lifesaving Club)	Williamstown
37	Williamstown Beach (Sebastians)	Williamstown

* Note that this facility numbering is aligned with that in Council's PT database and that there are gaps in the numbering

Table 4 Current provision of public toilets by location



Plan 1 Existing public toilets

2.2 Annual expenditure

In the ten years up to June 2022 Council spent approximately $2.69 million on public toilet construction and upgrades, equalling approximately $270,000 /annum.

2.3 Toilet provision benchmark

To provide a perspective on Council's provision of public toilets, Hobsons Bay has been compared to a number of Melbourne metropolitan municipalities. This comparison shows that Hobsons Bay is about average in the number of facilities that it currently provides per 10 km^2 and high in the number per 100,00 people.

Municipality	Area Km^2	Population*	No Toilets	Toilets/ 10 Km^2	Toilets/ 100,000 ppl	Comment
Bayside	50	174,378	62	12.40	3.5555	
Brimbank	123	208,714	12	0.98	0.5749	
Darebin	54	161,609	58	10.74	3.5889	
Glen Eira	39	153,858	85	21.79	5.5246	Includes sports facilities
Hobsons Bay	64	96,470	41	5.78	3.8354	
Manningham	113	125,508	34	3.01	2.7090	
Maribyrnong	31	91,387	9	2.88	0.9848	10 Proposed
Yarra	20	98,521	35	17.95	3.5525	

* Year varies 2019-2021

Table 5 Comparison of municipal public toilet provision

2.4 Regulatory Framework

There is a range of legislation and regulation governing the design and construction of public toilets, including the Victorian Building Act 1993, the Building Regulations 2018, the National Construction Code 2019, the Disability Discrimination Act 1992, Australian Standard 1428.1-2009 Design for access and mobility, and the Gender Equality Act 2020.

Disability Discrimination Act 1992

The Disability Discrimination Act (DDA) makes it against the law for public places to be inaccessible to people with a disability.

AS 1428.1 Design for access and mobility

AS 1428.1 Design for access and mobility details the requirements for both 'accessible' and 'ambulant' toilets as follows:

Accessible toilets are specifically designed to provide enough space to accommodate wheelchair access and assistance when transferring from wheelchair to toilet. Accessible toilets include features such as lower mirrors and washbasins, contrasting toilet seat colour, grab rails and braille signage.

Ambulant toilets are specifically designed for those with ambulant disabilities that do not require the extra space that is provided by Accessible toilets. Primarily, they are for those that do not require the use of a wheelchair, for example, those with sensory loss, arthritis or require the use of a walking frame.

Victorian Building Act 1993, the Building Regulations 2018, the National Construction Code 2019

The Victorian Building Act sets out the framework for the regulation of building construction, building standards and the maintenance of specific building safety features.

The objectives of the Victorian Building Act are to:

- protect the safety and health of people who use buildings and places of public entertainment;
- improve the amenity of buildings.

The purpose of the Victorian Building Act includes to regulate building work, building standards, plumbing work, plumbing standards and to regulate building practitioners and plumbers.

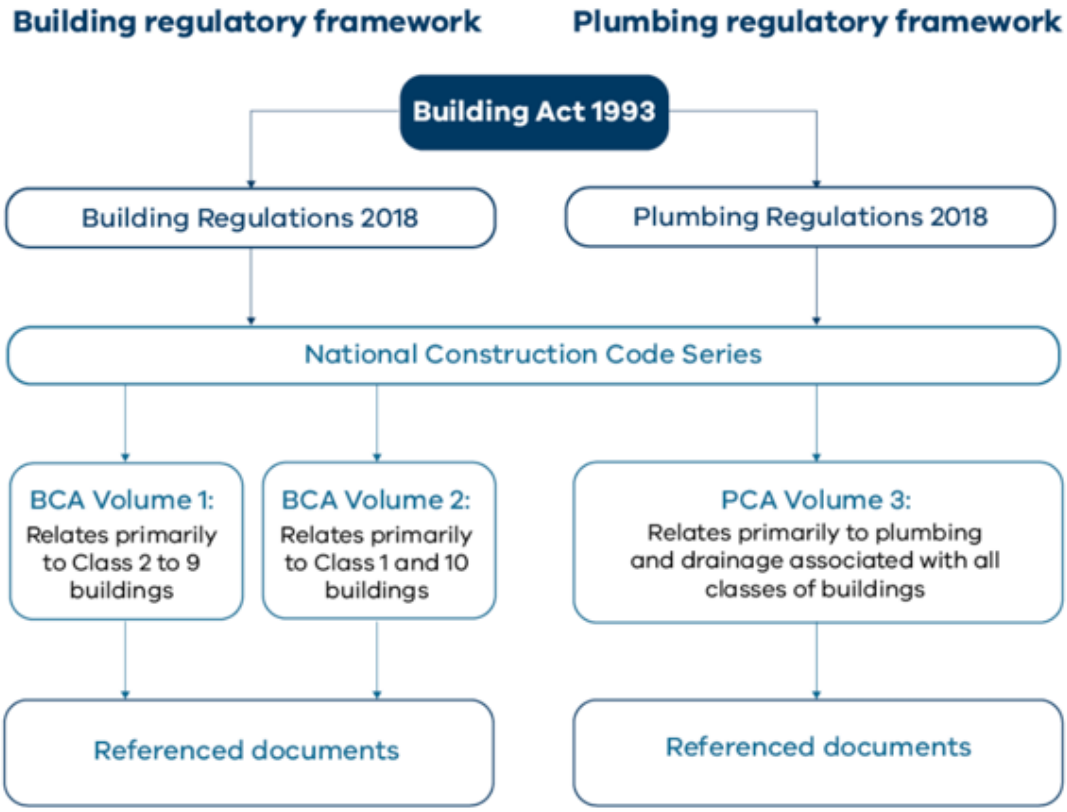


Image 2 Building Regulatory Framework
www.vba.vic.gov.au/building/regulatory-framework

Gender Equality Act 2020

The Act promotes gender equality by:

- Requiring local councils to take positive action towards achieving workplace gender equality
- Requiring these organisations to consider and promote gender equality in their policies, programs and services
- Establishing the Public Sector Gender Equality Commissioner to provide education, support implementation and enforce compliance

2.5 Gender Impact Assessment

The Victorian Gender Equality Act 2020 requires public sector organisations to undertake gender impact assessments (GIAs) 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 Gender impact assessment + (+ = intersectionality) is designed to help organisations think critically about how policies, programs and services will meet the different needs of women, men and gender diverse people, and that intersectionality 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 gender impact assessment 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 GIAs to meet obligations under the Gender Equality Act 2020.

As part of Council's commitment to gender equality, the review of the Public Toilet Strategy was selected to include a trial GIA+ in late 2021 before broader Council rollout. A Gender Impact Assessment template was used with four steps to guide and prompt thinking and direction, including:

1. Define the issues and challenge assumptions
2. Understand the context
3. Options Analysis
4. Make recommendations

Through this process, Council consulted representatives from a variety of leading advocacy, social services and community groups representing diverse communities such as the LGBTQI+, culturally and linguistically diverse people (CALD), women and children, people with disability, and people experiencing homelessness.

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 have experienced 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

In response to this assessment it is recommended that Council:

- 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 to signage based on the principle that signage should indicate the service and equipment that are provided in a facility, rather than the person expected to use it.
- Depending on the result of this investigation, institute an ongoing program focussed on compliance and signage to address these issues.

2.6 Population Forecasts

In 2022 Hobsons Bay's population is 101,749 . This is forecast to increase by 8% to 2027 and 15% to 2032. (https://forecast.id.com.au)

As set out in the Council Plan 2021-25, across Hobsons Bay, neighbourhoods are ageing at different rates. Between 2020 and 2025:

- Williamstown and Altona Meadows are expected to have the largest growth in the number of residents aged 55+years
- The largest increase in the number of children is expected in Altona North, Altona and Seaholme
- The number of children is expected to decline in Seabrook, Newport and Altona Meadows

Hobsons Bay's population comprises 51% Female, 49% Male and 7% LGBTIQA+.

It is estimated that 16,995 of Hobsons Bay residents have a disability.

Increasing demand

It is impractical to precisely align the provision of public toilets to demographic changes in specific suburbs. However this demographic data, combined with the ambitions of the Council Tourism Strategy, does illustrate that demand for public toilets will grow over the next ten years, both from residents and visitors.

2.7 Community attitudes

Community consultation regarding experiences with and attitudes to Hobsons Bay's public toilets was undertaken during April and May 2022. During this period, Council sought feedback on the condition of the existing public toilets and where people thought there were gaps in the public toilet network. A survey was hosted on the Participate Hobsons Bay website, people were invited to meet onsite at Ransom Reserve on 30 April 2022 and also online via a zoom session on 11 May 2022.

Overall, the community who responded to the engagement process thought the standard of public toilet provision and their conditions were passable, though with a distinct lean to the left, trending to horrible. Feedback was received on 23 individual toilets within the network with clear message that they needed increased cleaning and maintenance, and that in key locations, i.e. beach areas more pans are required to keep up with demand. Hot water and the provision of soap and more toilet paper also were hot topics for discussion.

In beach-side areas the provision of warm showers and better changeroom facilities also featured prominently.

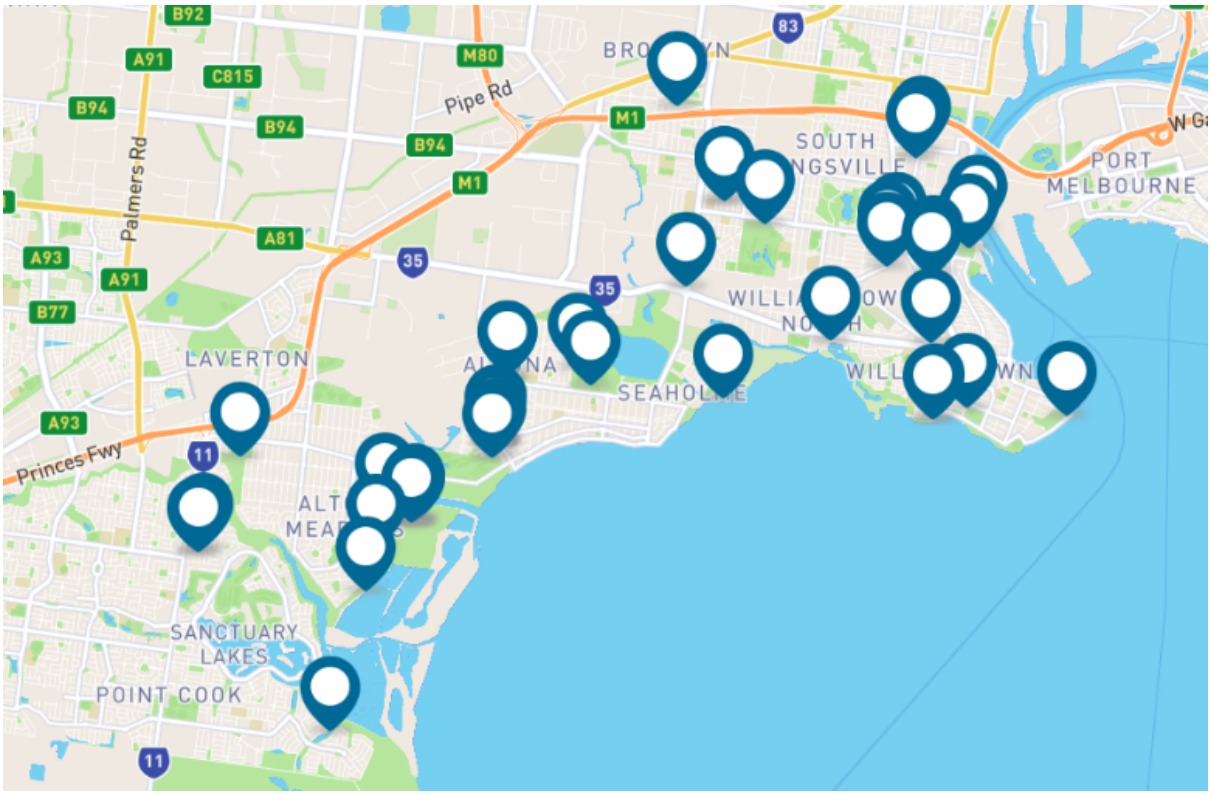
Community assessment of the condition of existing public toilets

This online survey asked people to identify a specific toilet and answer a number of questions regarding usage, asset condition, what could be improved and what services were missing from the toilet.

70 contributions were received from 62 contributors on 23 toilets within the network. These 23 toilets are visited frequently.

Interactive map detailing where people would like to see new public toilets

Toilets were requested at 24 locations. A list of these, and a response to each suggestion is attached at Appendix B.



Plan 2 Suggested toilet locations

3 Principles

This section provides a set of Principles that should be applied in planning and developing new toilet facilities, and recommended strategies and actions to satisfy the Principles.

<table>
<tr><th>Principle</th><th colspan="2">Toilet design and development recommendations</th></tr>
<tr><td>Strategic alignment
Ensure that the development of toilet facilities is aligned with Council policies and strategies, particularly the Open Space Strategy and Activity Centres Strategy.</td><td colspan="2">Prioritise toilets in accordance with the following hierarchies.
Open Space Strategy
<table><tr><td>Regional</td><td></td></tr><tr><td>District</td><td></td></tr><tr><td>Neighbourhood</td><td></td></tr><tr><td>Local</td><td></td></tr></table>
Activity Centres Strategy
<table><tr><td>Major</td><td></td></tr><tr><td>N'hood - Large</td><td></td></tr><tr><td>N'hood - Medium</td><td></td></tr><tr><td>N'hood - Small</td><td></td></tr></table>
Foreshore
In beach and other locations of high activity such as transport stops.
Give priority to facilities that are identified in adopted master plans.</td></tr>
<tr><td>Siting
Position toilets to ensure visibility and safety.</td><td colspan="2">Locate toilets close to road frontages, high traffic paths and other high activity areas.
Where possible, locate foreshore toilets on the beach side of major traffic routes.</td></tr>
<tr><td>Accessibility
Ensure that toilets provide equal access to all.</td><td colspan="2">Signage should indicate the service and equipment that are provided in a facility, rather than the person expected to use it.</td></tr>
<tr><td>Typology
Select toilet type appropriate to context and demand</td><td>Location/setting
Activity centres and streetscapes
Other locations: parks, trails, foreshore</td><td>Type
Exeloo
Standard</td></tr>
<tr><td>Durability
Ensure that facilities are designed and constructed of materials that and systems that are appropriately durable for their location</td><td colspan="2">In foreshore locations use materials and fittings that are resistant to effects of wind, salt and sand.</td></tr>
</table>

Principle	Toilet design and development recommendations
Sustainability Design and construct toilets to minimise waste, and energy and water consumption	Reuse, reduce, recycle Where feasible, refurbish existing structures in preference to demolition and new construction Utilise durable and recyclable materials Provide water tanks for toilet flushing where appropriate
Safety Ensure that facilities are safe	Place facilities in high traffic, high visibility locations Avoid opportunities for concealment Avoid creating stepping/climbing access to roofs Ensure that building services (water, sewer, power) are well integrated and concealed

Table 7 Principles to be applied in planning and developing new toilet facilities

H D Graham Reserve, Altona Meadows

4 Public toilet configurations/typology and design

In order to assist in developing a thorough understanding of Council's existing stock of public toilets, we have categorised the range of facilities that will be addressed by the updated Public Toilet Strategy – for the purposes of analysis and to assist in understanding the ways that Council has responded to demand, and managed the provision of public toilets in the past.

4.1 Locations

Open space (parks and reserves) – toilets are provided in many parks/reserves to service the demand generated by active and passive recreation.

Activity Centres – toilets are provided in a number of activity centres to service the demand generated by the multi-faceted activities that are the definitive function of these centres: services, employment, housing, transport and social interaction (refer to Activity Centres Strategy).

Foreshore - toilets are provided in numerous locations along the foreshore to service the demand generated by coastal activities such as beach going and boating (boat ramps).

Open Space Hierarchy	No Units
Regional	5
District	14
Neighbourhood	12
Local	2
Total	33

Table 8 Current provision of public toilets within the Open Space hierarchy

Activity Centre Hierarchy	No Units	No Activity Centres
Major	6	3
Neighbourhood - Large	1	1
Neighbourhood - Medium	2	5
Neighbourhood - Small	1	9
Total	10	

Table 9 Current provision of public toilets within the Activity Centre hierarchy

4.2 Toilet types and configurations

The Council toilets addressed by this strategy are predominantly freestanding units that are provided to service community need within parks, shopping centres and at major destinations such as the foreshore.

Traditional, proprietary

Constructed to a standardised design by a number of manufacturers/suppliers. These types are typically of lightweight structure that may be either timber or steel framed.

The advantages of these types of facilities include standardisation, price and certainty of regulatory compliance.

Modular, automated

Exeloo brand, typically used in activity centres and shopping strips.

Attached/integral

Generally, toilets that are provided within or attached to community facilities such as libraries, neighbourhood houses and sports pavilions are not covered by this strategy. They are typically managed by or in association with the community services operating within the facility. An exception to this such are the toilets within the former Williamstown Bather's Pavilion (now Sebastians).

Alternative models

All toilet facilities provided by Council include toilet pans that are typical in western societies. Recently, some organisations in seeking to cater for the practices of diverse communities have also provided squat toilets that are typical in Asia, southern Europe, Africa, the Middle East and some of the former Soviet republics. No request or expectation for the provision of these alternative models was raised during community consultation.

Recommended types and configurations

The following table provides a general guidance on the type and configuration of toilet within the open space and activity centres hierarchies. In situations where good data on demand is available then designs may vary from this guidance.

In addition, in high profile locations such as the centres of activity centres, bespoke designs will be appropriate in preference to proprietary designs.

Location	Hierarchy	Type	Configuration			
			Standard	Amb'nt	Fully access ible	Urinal
Parks, reserves, trails	Regional	Traditional	6	2	2	4
	District	Traditional	3	2	2	3
	N'hood	Traditional	1	1	1	NA
Activity Centre	Major	Automated			2	NA
	N'hood - Large	Automated			1	NA
	N'hood - Med	Automated			1	NA
Foreshore	NA	Traditional	1	1	1	NA

Table 10 Recommended provision of public toilets by location

4.3 Associated facilities and features

Given that Council provides toilets in response to demand and strategic benefit in open spaces, activity centres and along the foreshore, toilets are often located with, or in proximity to a range of other facilities and equipment, including:

- Playgrounds
- Picnic settings
- BBQ
- Seating
- Rubbish and Recycling Bins
- Showers (typically mounted externally at beach locations)
- Wash basins
- Drinking fountains and bottle refill (sometimes including pet water bowl)
- Bike racks
- Shade
- Rainwater tanks
- Landscaping/vegetation
- Bus stops (e.g. Newport)

Consideration of the provision of these should be considered on a case by case basis.

4.4 Changing Places

Changing Places facilities are larger than standard accessible toilets, with extra features and more space to meet the needs of people with a disability and their carers. Each facility has a height adjustable, adult-sized changing bench, a tracking hoist system, and space for two people either side of a peninsula toilet.

In support of its policy platform Council is committed to providing facilities in open space areas that will remove barriers for people with disability and high support needs. For people with disability, Changing Places provide new opportunities for social connection and participation in community life. For people who require these facilities, knowing there is a facility to meet their requirements provides a sense of confidence, safety and security.

Changing Places facilities are designed to meet the Changing Places Design Specification 2020.

Site	Suburb
Altona Beach - upgrade Weaver Reserves CP facility	Altona
Cherry Lake Reserve	Altona
Bruce Comben Reserve	Altona Meadows
Hobsons Bay Wetland Centre, Truganina Park	Altona Meadows
McCormack Park	Laverton
Newport Lakes Reserve	Newport
Commonwealth Reserve	Williamstown
Williamstown Beach (Sadler Reserve)	Williamstown

Table 11 Proposed Changing Places Facilities

Accessible Beaches

In fulfilment of its commitments to inclusivity and accessibility Council provides facilities at two of its beaches (Williamstown and Altona) to support access to the beach and water, including:

- Accessible Parking
- Accessible Change Facilities
- Accessible Toilet
- Accessible Shower
- Beach Matting
- Beach Wheelchairs
- Beach Walking Frames

Development of public toilets in association with beach access should be considered on a case by case basis.

4.5 Signage

Signage plays an important role in indicating where public toilets are located and what services particular toilet facilities provide.

The 'gendering' of facilities is standard practice in accordance with the guidance provided in *AS 1428.1 Design for access and mobility.* This practice has emerged as an issue that presents access challenges to some people.

It is recommended that Council:

- Investigate an alternative approach to signage based on the principle that signage should indicate the service and equipment that are provided in a facility, rather than the person expected to use it.
- Depending on the result of this investigation, institute an ongoing program focussed on compliance and signage to address these issues.

Examples of signs that indicate the equipment and services provided in a facility

Note that rather than building a new facility, demand might be met by directional signage to existing facilities.

4.6 Design of toilets at foreshore locations

Council has experienced challenges managing toilets that have been constructed in foreshore locations due to the harsher weather conditions, including:

- Exposure to wind-blown salt and sand is particularly corrosive to materials and fittings
- Increased wind speed and variability raises the risk of doors swinging out of control

In order to address these challenges it is recommended that toilets in these locations are designed to a higher standard with particular attention to:

- Materials should be selected for their strength and durability
- Marine grade materials such as stainless steel and hot-dipped galvanised should be specified
- Equipment and fittings should be manufactured from stainless steel wherever possible
- Heavy-duty closers should be installed on all doors
- Stops should be installed on all door frames to prevent doors swinging beyond the extent allowed by hinges and closers

4.7 Process

A framework and process have been developed for evaluating and prioritising new toilet requests and proposals. Key steps at the beginning of any proposal are:

1. Determine whether there is an existing toilet that can service the area.
2. Evaluate and score the proposal against key decision making criteria in the evaluation framework:
    - Demand
    - Strategic alignment
    - Context and siting analysis
3. Undertake a feasibility analysis and preliminary siting exercise to determine:
    - Context analysis
    - Identify preferred location
    - Preliminary cost plan
    - Prepare concept plan
    - Revise cost plan if appropriate
    - that a toilet can be sited safely
    - that a toilet can be sited without compromising the amenity of the location
    - that site services are available and accessible
4. Undertake community consultation
    - Context analysis
    - Identify preferred location
    - Present options
    - Seek feedback – survey, drop-in etc
5. Depending on the findings of the community consultation, proceed with design development, documentation, tendering and construction.
    - Update concept in response to feedback

5 Evaluation Framework

A framework and process have been developed for evaluating and prioritising new toilet requests and proposals. A template is provided at Appendix B that will be used to document the key issues to be considered at the beginning of the consideration of any toilet proposal, and to score the proposal against key criteria:

- Demand
- Strategic alignment
- Context and siting analysis

Eighteen proposals were evaluated using this framework, producing the following results:

Site		Suburb	Score	Comment
1	Blenheim Road Reserve	Altona Meadows	11	Project under construction
2	Borrack Square	Altona North	12	
3	Bruce Comben Reserve	Altona Meadows	12	Project currently in planning
4	The Circle	Altona North	12	
5	Ford Reserve	Altona	8	Current sub-standard facility to be demolished
6	G Den Dulk Reserve	Altona	10	
7	Homestead Run Reserve	Seabrook	10	
8	Hudson's Road	Spotswood	11	
9	Leo Hoffman Reserve	Newport	9	
10	Newport Park	Newport	14	
11	R J Cooper Reserve	Altona North	8	
12	Sadler Reserve	Williamstown	12	
13	Williamstown Botanic Gardens	Williamstown	13	
14	Langshaw Reserve	Newport	10	
15	D. N. Duane Reserve	Brooklyn	9	
16	C W Carlsson Res	Altona Meadows	9	
17	Donald Mclean Reserve	Spotswood	13	Toilet recently demolished, new to be constructed
18	Truganina Park	Altona Meadows	13	Toilet will be provided in development of Hobsons Bay Wetland Centre

Table 12 Evaluation of toilet proposals

A sensitivity analysis was then undertaken to provide an understanding of the projects that would be implemented given different levels of funding. The analysis indicates the total PTS funding required to:

- Implement all projects
- Projects excluded < 10
- Projects excluded < 11

Sensitivity analysis Scores and projects excluded	
< 10	< 11
R J Cooper Reserve	R J Cooper Reserve
D. N. Duane Reserve	D. N. Duane Reserve
C W Carlsson Reserve	C W Carlsson Reserve
Leo Hoffman Reserve	Leo Hoffman Reserve
	G Den Dulk Reserve
	Homestead Run Reserve
	Langshaw Reserve

Table 13 Proposal evaluation – sensitivity analysis

Logan Reserve, Altona

6 Implementation

6.1 Proposed Public Toilet projects and priorities

Anticipated costs

The following anticipated costs have been utilised in developing a ten year budget framework.

Component	Anticipated unit costs	
	Range	Cost applied
Traditional proprietary toilet unit - small	$150,000 - $200,000	$175,000
Traditional proprietary toilet unit - large	$190,000 - $250,000	$225,000
Traditional proprietary toilet unit – high profile	$400,000 - $500,000	$450,000
Exeloo – single unit	$170,000 – $250,000	$225,000
Exeloo – double unit	$280,000 - $350,000	$325,000
Refurbish existing structure	$150,000 -$300,000	$225,000
Changing Places	$150,000 - $180,000	$170,000

Table 14 Anticipated project costs

These figures are based on recent experience and preliminary investigations of each project, and are provided for guidance and budgeting purposes. Note that actual costs can vary significantly depending on project and site circumstances and market conditions.

Inclusions

- Purchase of proprietary units
- Design
- Installation
- Connection to existing services
- Showers and drainage
- Facility signage
- Landscaping and furniture within immediate curtilage of facility
- Bespoke design for major, high profile facilities

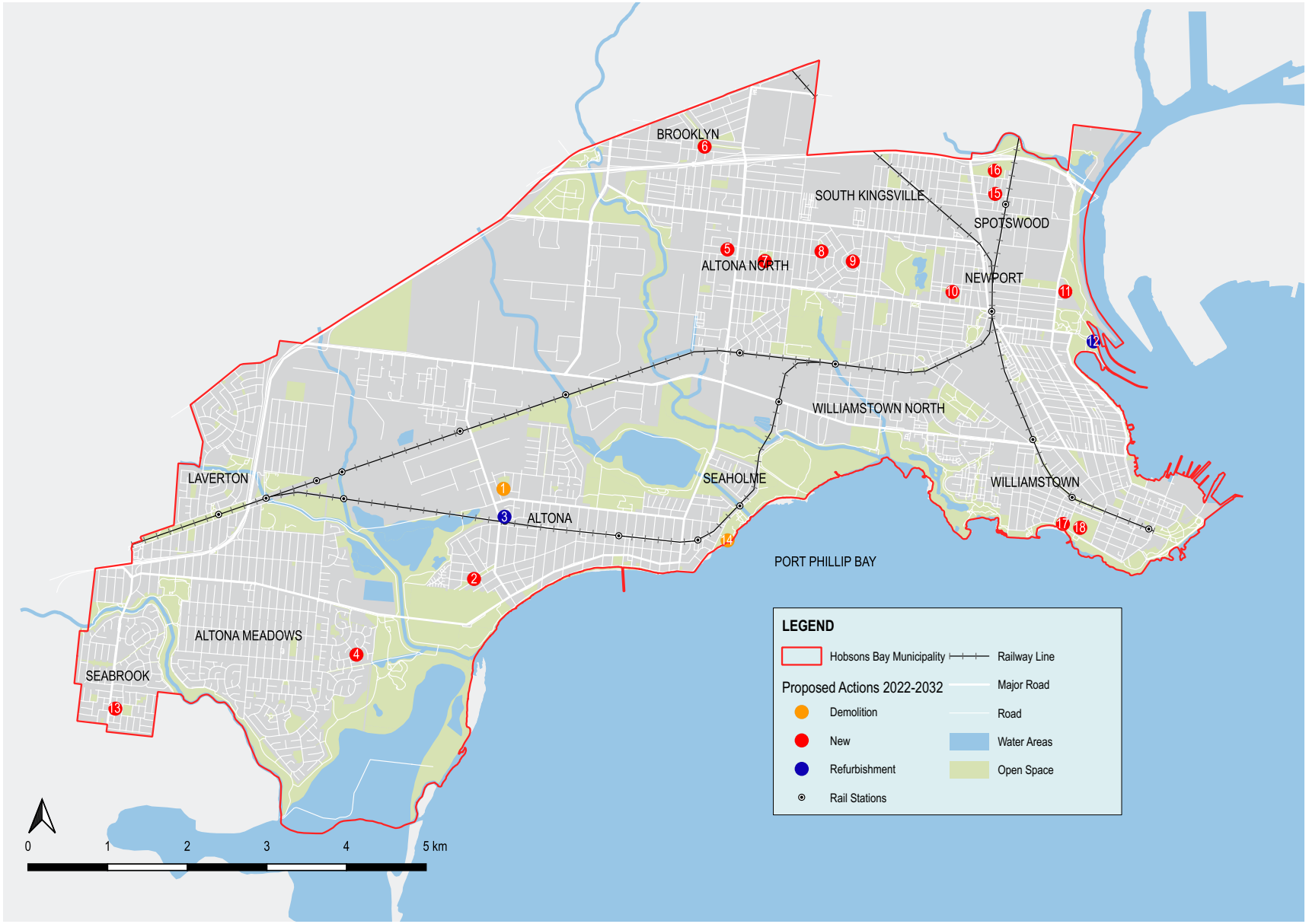
Exclusions

- Landscaping beyond immediate curtilage of structure
- Major services connections or upgrades
- Additional /extended facilities e.g. shelter, picnic setting
- Directional signage in broader area

Based on application of Evaluation Framework, the following projects are recommended for the next ten years

Site		Suburb	Eval score	Recommend action	Priority	Toilet type	Size	Ass fac's	Anticipated cost
1	Newport Park	Newport	14	New	High	Traditional	Large	CP	$225,000
2	Williamstown Bot'l Gardens	Williamstown	13	New	High	Traditional	Bespoke		$450,000
3	Donald McLean Reserve	Spotswood	13	Demolished – construct new	High	Traditional	Large		$225,000
4	Borrack Square	Altona North	12	New	High	Automated	Single		$225,000
5	Bruce Comben Reserve	Altona Meadows	12	Currently being planned	High	Traditional	Large	CP	NA
6	The Circle	Altona North	12	New	High	Automated	Single		$225,000
7	Sadler Reserve	Williamstown	12	New	Low	Traditional	Large	CP	$225,000
8	Blenheim Rd Reserve	Altona North	11	Currently under construction	High	Traditional	Small		NA
9	Hudson's Road	Spotswood	11	New	High	Automated	Single		$225,000
10	G Den Dulk Reserve	Altona	10	New	Med	Traditional	Small		$175,000
11	Homestead Run Reserve	Seabrook	10	New	Med	Traditional	Small		$175,000
12	Langshaw Reserve	Altona North	10	New	Med	Traditional	Small		$175,000
13	Leo Hoffman Reserve	Newport	9	New	Med	Traditional	Small		$175,000
14	D. N. Duane Reserve	Altona North	9	New or rely on pav'n	Low	Traditional	Small		$175,000
15	C. W. Carlsson Reserve	Altona Meadows	9	New	Low	Traditional	Single		$175,000
16	Ford Reserve	Altona	8	Demolish existing	High	NA	NA		$30,000
17	R J Cooper Reserve	Altona North	8	New	Low	Traditional	Small		$175,000
18	Warmies Boat Ramp	Newport	NA	Replace or upgrade	Med	Traditional / Exeloo	Med		$300,000
19	W.G. Cresser Reserve	Seaholme	NA	Demolish	High	NA	NA		$30,000
20	Harrington Square	Altona	NA	Replace or upgrade	Low	Automated	Single		$300,000
								Total anticipated cost	**$3,685,000**

Table 15 Proposed PTS implementation



Plan 2 Proposed actions 2022-32

6.2 Further work

Following is further to work that is recommended to improve Council's access to information and understanding of the issues that will affect the provision of toilets over the next ten years.

1. Update the database of public toilets

- Clarify distinction between independent public toilets that are covered by the PTS, and toilets that are incorporated into other facilities or privately owned that are not covered by the PTS
- Record information on:
  - Type
  - Configuration
  - Numbers and types of cubicles
  - Locations within the hierarchies of Open Spaces and Activity Centres
  - Adjacent facilities and equipment

2. User informed engagement

- Are people experiencing any particular barriers to inclusion and participation in community life?
- Consider engaging with a diverse range of community members when developing new or upgrading existing toilets to identify opportunities for improvements and consider any perceived barriers to usage

3. Monitor usage and demand

- Establish a program of research to provide improved information on usage and demand for toilets to assist in decision making regarding locations, configurations and numbers of facilities

6.3 Associated documents

- Public Toilet database

Document control and version history

Policy Name	
Object ID	A
Agility Document Number	
Responsible Directorate	
Policy Owner	
Policy Type	
Date Adopted by [Council or ELT]	
Review Date	

Version Number	**Date**	**Authorised by**
Draft 1	20/9/22	IR
Draft Final	17/10/22	IR
Final	19/10/22	IR
Final (minor corrections)	7/11/22	IR

Appendix A: Sites for new PT suggested by community

Suggested Site	Suburb	Response
G Den Dulk Reserve	Altona	Include in evaluation, investigating provision via Latitude property adjacent
The 100 Steps of Federation, Truganina Park	Altona Meadows	Need expected to be me by future toilets in proposed Hobsons Bay Wetland Centre
Homestead Run Reserve	Seabrook	Include in evaluation
Paisley Park	Altona North	Toilet currently under construction nearby at Blenheim Rd Reserve
Williamstown Swimming & Lifesaving Club	Williamstown	Existing toilets, new toilets under consideration
Paine Reserve	Newport	Existing toilet at Newport Community Hub
Bryan Martin Oval	Newport	Existing toilet at Newport Community Hub
Cherry Lake	Altona	Existing toilets x 2
Armstrong Reserve	Newport	Small local park, not supported
Hudsons Road/Spotswood Train Station	Spotswood	Include in evaluation
Shared Trail - Altona	Altona Meadows	Location vague, numerous existing toilets along trail
Skeleton Creek Parks Vic Ford	Point Cook	Toilet recently constructed nearby at Tatman Reserve
Bruce Comben Reserve	Altona Meadows	Toilet currently in planning
The Warmies	Newport	Existing toilets nearby at Williamstown boat ramp
A H Ford Reserve	Altona	Demolish existing toilet, evaluate need for new
P A Burns Reserve	Altona	Recently constructed
Point Gellibrand (Timeball Tower) Battery Road	Williamstown	Parks Vic land, existing Parks Vic toilet nearby
Fearon Reserve	Williamstown	Existing toilet, additional considered for Sadler Reserve
D. N. Duane Reserve	Altona North	Toilet recently constructed nearby at Brooklyn Res, include in evaluation, investigate access to toilet at pavilion
Williamstown North Train Station	Williamstown	Level Crossing Removal project, no toilets provided
Langshaw Reserve	Altona North	Include in evaluation
C W Carlsson Reserve	Altona Meadows	Include in evaluation, Hobsons Bay Wetland Centre
Newport Park	Newport	Include in evaluation

Appendix B: Toilet proposal evaluation template

Hobsons Bay City Council
Public Toilet Strategy

Toilet proposal evaluation - New

Location analysis			Score
Site	**Address**	**Suburb**	

Source of proposal/request:				
Alternative toilet facilities:	**Distance from site**	**Access/Barriers**		
Is an additional toilet required?			Yes	No
Demand: Local Data Community requests Demography			Score	/5
Strategic alignment Open Space Hierarchy	Activity Centre Hierarchy	Foreshore		
Planning Status			Score	/5
Context and siting analysis Appropriate site availability Access and linkages Pedestrian traffic Visibility Context			Score	/5
			Total score	**0** /15

Adjacent destinations/attractors	**Sports pavilion (list sports)**
Location features	
Topography Geology/Soil	
Linkages	
Potential toilet users	
Possible associated facilities	