

City of Port Phillip

Public Toilet Plan 2023 – 2033



City of Port Phillip ASSIST

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Table of Contents

Introduction	3
Purpose	3
Current Toilet Network	4
Toilet Map	4
Public Toilet Network - Current State	6
Public Toilet Network - Future Vision	8
How can we Achieve these targets?	11
10-Year Capital Works Plan	16
Operational Service Levels, Standards & Recommendations	23
Operating Hours and Security	23
Cleaning	23
Maintenance (Proactive and Reactive)	24
Renewals	24
Use of Technology	25
Anti-Social Behaviour	25
Homelessness	26
Appendix 1: Design Guidelines	27
Number of toilets to provide	27
Locations	27
Types of Toilets	27
Safety/CPTED	28
Accessibility/Universal design:	29
Inclusivity/Gender Equity	29
Climate Change	30
Planning Processes	31
Fixtures and Fittings	31
Inclusions/Exclusions	31
Environmentally Sustainable Design	33

Introduction

Public toilets are toilets that are accessible to the general public. City of Port Phillip recognises that the provision of clean, safe and accessible public toilets is a highly important service provision that affects all local residents and visitors to an area, and plays a major role in the image of a Council or neighbourhood. Public Toilets are seen as a critical piece of urban infrastructure, and should be proudly placed in locations that are highly visible and incorporated into the surrounding landscape.

Purpose

The purpose of this plan is to ensure the City of Port Phillip is providing public toilets that meet current and future requirements, that the general public want to use, in a cost effective manner.

Objectives

Whilst the provision of public toilet facilities is a vitally important service, there are often issues associated with public toilets in general. This plan considers a number of objectives for the improvement of public toilets provision including:

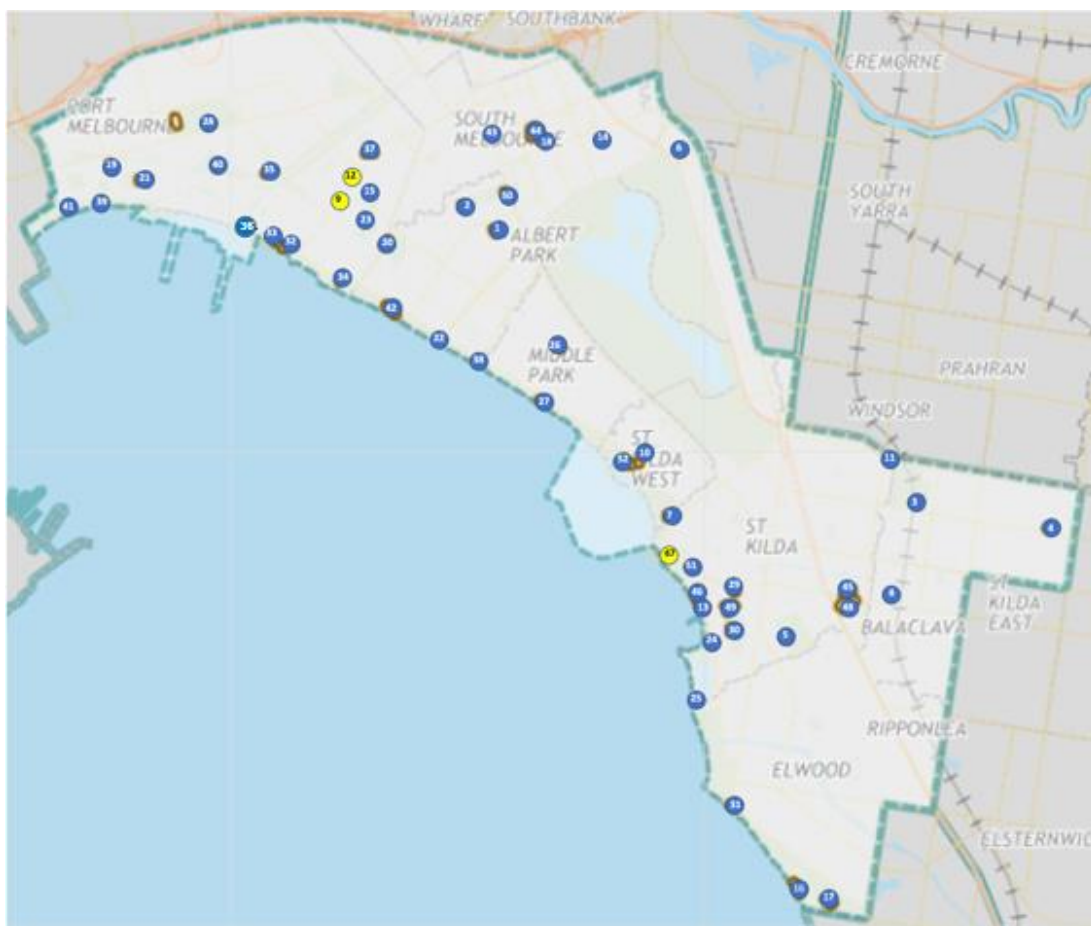
- Condition
- Safety
- Functionality
- Cleanliness
- Maintenance
- Operations
- Accessibility and Inclusion
- Environmental sustainability
- Value for money

Current Toilet Network

Toilet Map

The City of Port Phillip has 49 Council managed public toilet sites across the municipality and three public toilet facilities that are not within Council managed buildings but Council has a license agreement with the private operator to allow public access.

The spread of public toilet facilities in City of Port Phillip varies across the municipality. The map below shows the distribution of public toilets within the City of Port Phillip.



Key	
●	COPP Managed Toilet Facilities
●	COPP Leased Toilet Facilities

4

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Map Legend

No	Site
1	ALBERT PARK LIBRARY
2	ALBERT PARK TENNIS CLUB
3	ALMA PARK PUBLIC TOILET
4	ALMA RD COMMUNITY HOUSE TOILET
5	BOTANIC GDNS PUBLIC TOILET
6	BOWEN CRES RES PUBLIC TOILET
7	CATANI GARDENS PUBLIC TOILETS
8	COLES CARPARK BALACLAVA PUBLIC TOILET
9	COLES SUPERMARKET BAY ST
10	CUMMINGS RESERVE PUBLIC TOILET
11	DANDENONG RD PUBLIC TOILET
12	DOMINO'S BAY ST
13	DONOVANS REST/KIOSK/TOILETS
14	EASTERN ROAD EXELOO
15	EDWARDS PARK PUBLIC TOILETS
16	ELWOOD L-S/TOILETS/ELWD BATHRS
17	ELWOOD PARK PAVILLION
18	EMERALD HILL LIBRARY
19	FISHERMAN'S BEND COMMUNITY CTR
20	GASWORKS ARTS PARK - BLDG 4
21	JULIER RESERVE GYM & TOILET
22	KERFERD ROAD EXELOO
23	LAGOON RESERVE PAVILLION
24	MARINA RESERVE PUBLIC TOILET
25	MARINE PARADE PUBLIC TOILET
26	MIDDLE PARK COMMUNITY CTR
27	MIDDLE PARK PUBLIC TOILETS
28	MURPHY RESERVE MAIN PAVILLION
29	O'DONNELL GARDENS
30	PEANUT FARM RESERVE PAVILLION
31	POINT ORMOND PUBLIC TOILETS
32	PORT MELB BEACH FEMALE TOILETS
33	PORT MELB BEACH MALE TOILETS
34	PORT MELB LSC PUBLIC TOILETS
35	PORT MELB TENNIS CLUB
36	PORT MELBOURNE PUBLIC TOILETS (WATERFRONT PLACE)
37	PORT MELBOURNE TOWN HALL
38	SANDBAR RESTAURANT & TOILETS
39	SANDRIDGE BEACH PUBLIC TOILET
40	SANDRIDGE COMMUNITY CENTRE
41	SANDRIDGE LSC PUBLIC TOILETS
42	SOUTH MELBOURNE LSC / KIOSK / TOILETS
43	SOUTH MELBOURNE MARKET
44	SOUTH MELBOURNE TOWN HALL
45	ST KILDA LIBRARY
46	ST KILDA LSC PUBLIC TOILET
47	ST KILDA SEA BATHS
48	ST KILDA TOWN HALL
49	ST KILDA VEGOUT & ARTS STUDIO
50	ST VINCENT GDNS FEMALE TOILETS
51	THE SLOPES PUBLIC TOILETS
52	WEST BEACH PAVILLION

5

Public Toilet Network - Current State

The tables below provide an overview of the current public toilet network based on condition, accessibility, inclusion, and social responsibility:

Number of Toilets - Council has a total of 52 public toilets across its network. These are made up of standalone public toilet blocks/units, toilets within a larger building footprint (such as libraries, town halls, community centres and sporting pavilions), and non-Council owned assets where Council has a license agreement with a private operator to provide public facilities.

Standalone Public Toilets	Toilets within a larger building footprint	Non-Council owned toilets	Total no. of Toilets
22	27	3	52

Condition –Condition ratings are used to determine the overall condition and performance of a building to ensure it is safety to continue to occupy, and provide an estimate of its remaining useful life. All Council assets are scored on a scale of 1-5 (where 1 is brand new, and 5 is extremely poor/end of useful life) based on their overall observed condition.

Condition Rating	No. of Toilets in observed condition	Comments
1	5 (10%)	Includes recently completed toilet projects
2	10 (19%)	
3	19 (36%)	
4	12 (23%)	
5	3 (6%)	
N/A	3 (6%)	These are 3 non-Council owned assets where Council has a license agreement

Accessibility – Council provides a number of accessible public toilets for those experiencing disability or mobility issues and their carers. Unfortunately, a number of these facilities were constructed prior to current Disability Discrimination Act (DDA) legislation and are not compliant and are not accessible for all users. Additionally, not all accessible toilets are unisex, therefore persons with disability may not be able to access the toilets if they require assistance from a carer of the opposite gender. Current DDA standards are robust with specific requirements for accessible toilets that includes, inclusion of a standalone unisex facility, space requirements, door and entrance requirements, and fixture and fittings specifications. Due to the age, configuration and building materials used

6

in a number of our older public toilet facilities, retrofitting to achieve compliance is a difficult and costly task.

No. of Accessible toilets	No of. Compliant accessible Toilets	No. of Unisex Accessible Toilets	No. of Ambulant Toilets	No. of Changing Places Facilities	No. with MLAK access for after hours access
40 (77%)	19 (36%)	31 (60%)	17 (33%)	1 (2%)	3 (6%)

Inclusion and Social Responsibility – Council believes everyone has the right to access public toilet facilities no matter gender, sexual orientation, age, disability, marital or parental status, or socio-economic status. Unfortunately a number of Council facilities are old and out dated, constructed to socio-economic norms and the relevant building and disability codes at the time of construction, meaning a number of our facilities are not inclusive and accessible to our whole community. Additionally, the current building code does not currently recognise All Gender, or Unisex toilets (excluding accessible toilets) when determining provision of public toilets making it more challenging to provide inclusive facilities.

No. of Unisex Toilets (accessible)	No. of Unisex Toilets (ambulant/Std)	No. of All Gender Toilets	No of Female Sanitary Provision	No. of Male Sanitary Provision (excl. unisex)	No. of Baby Change Tables	No. of toilets with Sharps Disposal Units
31 (60%)	7 (13%)	0 (0%)	32 (62%)	0 (0%)	16 (31%)	31 (60%)

Public Toilet Network - Future Vision

This plan sets out the vision of the future of City of Port Phillip Public toilet network over the next 10-years. Whilst the overall target is to have all upgraded, fully compliant, accessible, inclusive and safe public toilets, this will not be achievable over 10-years without significant resourcing and investment. Instead some specific and realistic targets have been developed that will support an uplift across the network to improve the existing network to support the objectives outlined at the beginning of this plan, as well as targeted, renewal and upgrade works to specific toilet blocks which are outlined further in this plan.

Targets

A number of specific targets have been developed that we believe are realistically achievable over the next 10-years that will improve the current toilet network based on the objectives identified in this plan. Achievement of these targets will be both through capital investment (based on the 10-year Capital Works program outlined later in the plan), and through other operational initiatives that will aim to improve condition, accessibility, inclusivity, and safety both real and perceived. The sections below outline the target, the proposed initiatives to realise these targets and the approximate cost of implementing these initiatives and thereby achieving the objectives set out in this plan.

Objective	Current State ¹	10-Year Target
Number of Toilets	52 public toilet facilities, including 3 non-Council owned.	<ul style="list-style-type: none"> 54 public toilet facilities, including 3 non-Council owned.
Condition	63% of current toilet network in conditions 3-5 (average to extremely poor)	<ul style="list-style-type: none"> 0% of toilet network in condition 5 (extremely poor) 37% of toilet network in conditions 3-4 (average/poor)
Safety	Not formally measured - <ul style="list-style-type: none"> 3 toilets known to be compliant to CPTED² design principles 	<ul style="list-style-type: none"> 16 no. of toilets known to be compliant to CPTED design principles

¹ Data has been sourced from condition assessments and DDA assessments, as well as customer requests/complaints and work order data collected between January 2022 and February 2023.

² CPTED stands for Crime Prevention through Environmental Design which incorporates a set of design principles developed to maximise safety, reducing opportunities for crime and anti-social behaviour



Objective	Current State ¹	10-Year Target
		<ul style="list-style-type: none"> Improved perception of safety as a result of increased surveillance through precinct-based officers and regular, dedicated cleaning resources
Functionality	Not measured	<ul style="list-style-type: none"> 100% of toilets open and functioning during standard opening hours. If toilets are closed, appropriate signage is to be installed informing of the reason. Provision of temporary toilets where toilets will be out of action for an extended period of time.
Cleaning/supplies	<p>A planned cleaning schedule is implemented based on a seasonal approach and usage of facilities³</p> <ul style="list-style-type: none"> An average of 11 community requests/complaints received per month relating to the cleaning of public toilets. An average of 3.25 reactive work requests are raised per month relating to the cleaning of public toilets. \$50,846 spent on unscheduled/additional 	<ul style="list-style-type: none"> Cleaning schedule based on utilisation rather than seasonal 20% reduction in community requests/complaints and reactive work requests relating to cleaning. 20% reduction in reactive/additional cleaning costs Retain soap dispensers in all toilets

³ Public Toilets along the Foreshore, in highly utilized parks and some specific toilets are scheduled on 6x daily cleans over summer and 3x daily over winter. All other toilets are schedule for cleaning 3x daily over summer and 2x daily over winter.



Objective	Current State ¹	10-Year Target
	cleaning between July 2022 – February 2023 <ul style="list-style-type: none"> • Soap dispensers installed in all toilets 	
Maintenance	There is currently no planned maintenance schedule implemented. <ul style="list-style-type: none"> • An average of 9 community requests are received per month relating to reactive maintenance of public toilets. • An average of 61 work requests are raised per month relating to reactive maintenance on public toilets⁴. • Total of \$183,483 spent on reactive maintenance from July 2022 to February 2023 	<ul style="list-style-type: none"> • 20% reduction in requests and work orders relating to reactive maintenance requests • 20% reduction in reactive maintenance spend.
Operations	<ul style="list-style-type: none"> • All toilets currently opened at dawn and closed at dusk by Council security contractors • 3 toilets with MLAK keys 	<ul style="list-style-type: none"> • 100% of accessible toilets with MLAK access
Accessibility	<ul style="list-style-type: none"> • 40 Accessible toilets • 19 accessible toilets compliant to current DDA standards (48%) • 17 ambulant toilets • 1 Changing Places Facility 	<ul style="list-style-type: none"> • 42 Accessible toilets • 36 no. of accessible toilets compliant to current DDA standards (86%) • 32 ambulant toilets • 3 Changing Places facilities
Inclusion	<ul style="list-style-type: none"> • 7 standard/ambulant Unisex toilets • 0 All Gender toilets • 97% of female toilets with sanitary bins 	<ul style="list-style-type: none"> • 7 no of standard/ambulant Unisex toilets • 14 All-gender toilets • 100% female toilets with sanitary bins

⁴ Majority of work requests are for plumbing issues relating to blocked toilets



Objective	Current State ¹	10-Year Target
	<ul style="list-style-type: none"> • 91 % of unisex toilets with sanitary bins • 0% of male toilets with sanitary bins • 16 baby change tables 	<ul style="list-style-type: none"> • 100% male toilets with sanitary bins⁵ • 100% of Unisex toilets with sanitary bins • Baby change tables installed in all unisex accessible toilets (where compliance will not be compromised) • Baby change tables installed in all male, female and unisex accessible toilets where compliance will not be compromised
Environmental Sustainability	<ul style="list-style-type: none"> • 29 timed flow taps • 201 dual flush units • 17 waterless urinals • 4 stand-alone toilets serviced by rain water tanks⁶ 	<ul style="list-style-type: none"> • Due to ongoing plumbing issues, the 10-year focus to improve sustainability outcomes is to reduce potable water use.
Value for Money	<ul style="list-style-type: none"> • 2 bespoke toilets installed within municipality 	<ul style="list-style-type: none"> • 9 of bespoke toilets across the municipality

How can we Achieve these targets?

There are a number of initiatives Council can consider to improve the public toilet network across the municipality. These include:

Operational initiatives:

The below information outlines the operational initiatives that should be considered to assist in achieving the objectives and targets outlined in this plan, along with the estimated cost of implementation of each initiative

Accessibility Improvements

⁵ Minimum 1x male cubicle in each toilet block to have a sanitary bin with appropriate signage

⁶ These are located at Marina Reserve, Middle Park Beach, Sandridge Beach and Alma Park

1. Increase accessibility of public toilets by providing after-hours access to accessible toilets to disability card holders through the installation of MLAK⁷ keys on all accessible toilets that are externally accessible after standard opening hours

Estimated Cost: \$9,100⁸

2. Provide equitable access for those with more complex disabilities and their carers to attend and feel included at major events through the temporary hire of portable Changing Places Facilities for major events (such as St Kilda Festival)

Estimated Cost: \$20,000 (weekend rate)

Functionality Improvements

Data Collection

3. Increase data collection through continued investment in smart technology and other data collection methods to assist with understanding utilisation rates which can be used to prioritise planned works, as will update operating, cleaning and maintenance schedules. Technology sensors could also be used as monitoring tools to assist with contract compliance, and can also assist with understanding things such as water and electricity consumption which can then be adjusted accordingly to support sustainability targets.

Estimated Cost: \$20,437+ (based on one sensor per toilet block, and annual subscription fees – this is the minimum cost and will be substantially more to implement a sensor per cubicle).

Inclusivity Improvements

4. Provision of sanitary bins in all female, and minimum 1 male toilet per toilet block with appropriate signage to ensure everyone in the community, including Trans-men and other men experiencing incontinence feel welcomed and able to use to public toilet facilities.

Estimated Cost: \$2,727pa

⁷ Master Locksmith Access Key (MLAK) is a special locking system that can be installed on accessible toilets. Disability card holders can purchase an MLAK from authorized locksmiths which can be used to unlock accessible facilities outside normal operating hours.

⁸ All costs are estimated in current (22/23) year terms and are subject to CPI and standard market fluctuation changes each year.

5. Provide additional baby change tables across the network including in all accessible toilets (where DDA compliance will not be compromised), and provision of a single baby change table in in both male and female toilet units where there are no accessible facilities to ensure All parents/carers regardless of gender have equal access to changing facilities when looking after infants/young children. This will also provide increase facilities for parents across the municipality meaning parents/carers feel more included in areas they previously may have felt excluded, and/or may spend longer in areas where change facilities are available.

Estimated Cost: \$800 per table (incl. installation). Total cost unknown until feasibility assessment can be undertaken to determine number of change tables that can be implemented in current facilities when taking space and DDA compliance limitations into consideration.

Cleanliness

6. Cleaning continues to be an ongoing issue across the public toilet network, despite Council's continued investment and refinement in the cleaning schedule. Unfortunately, public toilets are only ever as clean as the last person who utilised them, and in some instances due to heavy demand, cleaners are unable to even gain access to toilets to clean them as planned. The following initiatives can be considered to continue to uplift the cleaning of the network
 - a. Investigate options to address access issues for cleaners on busy days
 - b. Review/refine the current cleaning schedule based on utilisation rather than a standard schedule to ensure the right toilets are being cleaned at the right time, with those highly utilised attracting more cleans and those not utilised as much receiving less attention.
 - c. Remove public toilet cleaning from the general cleaning contract to have a separate standalone public toilet cleaning contract to ensure dedicated resources are available more regularly for public toilet cleaning and to ensure better monitoring and ownership of Councils cleaning contractors.
 - d. Consider other monitoring tools to ensure the agreed cleaning schedule as per the contract terms is being completed and ensure key performance indicators are achieved.

Estimated Cost: TBA – changes to the cleaning contract will likely incur cost modifications and will be considered through the review of the current cleaning schedule and recommendations of changes.

Maintenance

13

7. Implement a maintenance schedule including proactive plumbing intervention at problem sites weekly during summer and monthly during winter, and ahead of public holidays, where temperatures are expected to exceed 30 degrees, and other known busy days to ensure toilet facilities will remain functional over busy periods and incur less complaints relating to blockages, routine maintenance should be undertaken. This will also reduce the spend in reactive maintenance as often call-outs occur after hours or over weekends/public holidays when costs are premium.

Estimated Cost: \$57,200 pa (based on all foreshore toilets being jetted weekly in summer and monthly in winter) + \$2,200 for additional jetting across the foreshore network ahead of events/expected busy days.

8. Increase regular internal painting from every 5 years to every 2 years to provide a re-fresh to the toilets, making them appear in good condition, cleaner, safer and more inviting.

Estimated Cost: \$69,998 pa

9. Investigate causes of ongoing plumbing issues through undertaking of CCTV surveillance of the pipe network and identify potential plumbing solutions to develop a plumbing upgrade plan to address ongoing plumbing issues and reactive work requests, and reduce the amount of complaints received and money spent on reactive plumbing call outs.

Estimated Cost: \$550 per toilet, up to \$26,950 for all toilets.

Renewal

10. Develop a standard reference guide for fixtures and fittings that is to be provided as part of the specifications for all renewal/new/upgrade projects to ensure consistency of fixtures and fittings across the public toilet network and ensures fixtures and fittings are fit for purpose

Estimated Cost: \$0

General Operations

11. Implement precinct-based Maintenance and asset inspection Officers. This will allow Officers to take ownership of a precinct rather than an asset or contract, therefore providing more oversight, ownership and accountability of all assets in an area to ensure faster response times to issues that arise

14

Estimated Cost: \$0

12. Develop an educational program with relevant comms to support the public understanding of the challenges of managing and operating public toilets especially relating to cleaning, maintenance, anti-social behaviour and homelessness. The education should include Council's service levels and how these are achieved and managed to give assurance and transparency and manage expectations. This may include things such as a dedicated webpage, posters, QR codes, advertising of snap send solve, feedback loops, social media blasts etc. Council are currently trialling QR feedback codes to let us know how people feel about using the public toilet network. The information received from these should be used to further information the education program, as well as other operational schedules.

Estimated Cost: \$0

Capital Works investment:

Additional to the operational initiatives outlined above, which can be implemented at any time subject to resourcing and operational budget availability, there are a number of initiatives that can be incorporated into standard design guidelines for public toilets undergoing capital investment. Additionally, a 10-year capital works program has been developed that will address the objectives of this plan and assist in reaching the targets outlined above.

10-Year Capital Works Plan

The following 10-year capital works program has been developed using the following criteria/drivers to prioritise the sites for development:

- Condition
- Utilisation - based on a mixture of sensor data recorded and known heavily utilised toilets based on observation and cleaning and maintenance data
- Ongoing known maintenance or anti-social behaviour issues requiring upgrades/revised design to reduce recurrences
- Planned Upgrades to broader building context
- Demand where no existing provision exists

The 10-year program has been divided into the following categories:

- Major Upgrades - these consist of new toilet builds/replacements, and major upgrades to existing toilets that are in poor condition or non-compliant (or both) and are highly utilised require. This also includes toilets that are included for upgrade as part of planned broader works to the surrounding building, such as sporting pavilion upgrades.
- Minor Renewal Works – this consists of activities such as painting, tiling, and replacement of fixtures/fittings to provide an overall uplift to toilets in average condition, or those with lower utilisation rates and therefore not prioritised yet for major upgrades. These works are planned on a regular, repeated basis, with the service level/length between renewals dependent on utilisation and therefore varies across the toilet network.
- Investigation/Feasibility Works – this consists of further investigation of utilisation of toilets known to be in poor condition with lower demand to determine the future of the toilet, as well as review of broader service planning outcomes for toilets in parks, community centres etc, and completion of gaps analysis to determine if new toilets are required in certain areas.

It is anticipated that as a result of the investigation/feasibility works, the 10-year plan will be updated with further upgrades, renewals, new toilet builds and potential existing toilet



closures/demolitions. This plan will be updated annually in line with the budget build process to ensure alignment to the Council plan and budget.

10-Year Capital Works Program – Major Upgrades (in order of planned delivery)

Site	Prioritisation Criteria/Driver	Type of Toilet	Implementation Schedule	Estimated Cost
Construction Year 2023/24				
Catani Gardens	Non DDA compliant and high utilisation	Architecturally designed as part of broader building design	2023/24 – Design & Construct	\$140,000
Coles Carpark Balaclava	Poor Condition and anti-social behaviour	Bespoke	2023/24 – Design & Construct	\$230,000
Edwards Park	Poor Condition Non DDA compliant	Bespoke	2023/24 – Design & Construct	\$240,000
Elder Smith	Planned upgrades as part of broader building context – New pavilion being constructed	Architecturally designed as part of broader building design	2022/23 – Design 2023/24 - Construct	N/A ⁹
Fitzroy Street	Demand – no existing toilet in this location	Bespoke	2023/24 – Design & Construct	\$270,000
Lagoon Reserve	Planned upgrades as part of broader building context – New pavilion being constructed	Architecturally designed as part of broader building design	2022/23 – Design 2023/24 - Construct	N/A
South Melbourne Town Hall	Planned upgrades as part of broader building context	Architecturally designed as part of broader building design	2022/23 – Design 2023/24 - Construct	N/A
Construction Year 2024/25				
Kerferd Rd Exeloo	Poor Condition High Utilisation	Bespoke	2024/25 – Design & Construct	\$250,000
Construction Year 2025/26				
St Kilda Botanic Gardens	Poor Condition High Utilisation/Inadequate capacity Requires hire of additional facilities each summer	Architecturally designed	2024/25 – Feasibility & Design 2025/26 – Construction	\$205,000 \$600,000
South Melbourne Market	Poor Condition Non-compliant	Architecturally designed as part of broader building design	2023/24 – Design 2024/25 – Construct 2025/26 - Construct	N/A

⁹ Toilet Projects with N/A estimated cost are due to these costs being included within a broader building project and cannot be distinguished to the toilet only component, nor are they captured as part of costs in the Public Toilet Asset Management Plan

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Site	Prioritisation Criteria/Driver	Type of Toilet	Implementation Schedule	Estimated Cost
	Planned upgrades as part of broader compliance project and includes regrading of surfaces To include Changing Places			
Construction Year 2026/27				
Port Melbourne Life Saving Club	Poor Condition High Utilisation Non-compliant Include Changing Places as this site runs beach accessibility program	Bespoke with Changing Places Facilities	2026/27 – Feasibility & Design 2027/28 - Construction	\$100,000 \$750,000
Construction Year 2027/28				
Bowen Crescent	Planned upgrades as part of Domain Precinct Masterplan and Public Space Strategy	Bespoke	2026/27 – Feasibility & Design 2027/28 - Construction	N/A
Coles Carpark Balaclava	Planned upgrades as part of Carlisle St Carpark Strategy development. Existing Council toilet to be relocated	Bespoke/Architecturally designed as part of broader carpark development	2027/28 – Construction of new & relocation of existing bespoke toilet	\$60,000
Sandridge Life Saving Club	Poor Condition and anti-social behaviour High utilisation	Bespoke/Architecturally designed	2025/26 – Feasibility & Design 2026/27 - Construction	\$50,000 \$600,000
Construction Year 2028/29				
Eastern Rd Exeloo	Average Condition High Utilisation	Bespoke	2028/29 – Design & Construct	\$240,000
Construction Year 2029/30				
Elwood Lifesaving Club	Planned upgrades as part of implementation of Elwood Foreshore Masterplan	Architecturally designed as part of Masterplan Development and broader building context	2023/24 – Masterplan Development 2029/30 - Construct	N/A
Construction Year 2030/31				
TBA following investigations				
Construction Year 2031/32				
TBA following investigations				
Construction Year 2032/33				
TBA following investigations				

10-Year Capital Works Program – Minor Renewals (in order of planned delivery)

Site	Prioritisation Criteria/Driver	Estimated Cost
Construction Year 2023/24		
St Kilda Town Hall	Non-DDA compliant	\$40,000
Coles Bay St	Non-Council owned. - Owners undertaking uplift and Council is providing some funding	\$50,000
Construction Year 2024/25		
Nil		
Construction Year 2025/26		
Emerald Hill Library	As per agreed service levels	\$60,000
Marina Reserve	As per agreed service levels	\$30,000
St Kilda Botanic Gardens	To align to new toilets being built in the park	\$40,000
Construction Year 2026/27		
Elwood Park Pavilion	As per agreed service levels	\$20,000
Sandridge Beach	As per agreed service levels	\$20,000
Construction Year 2027/28		
Albert Park Library	As per agreed service levels	\$40,000
Donovan's	As per agreed service levels	\$80,000
Construction Year 2028/29		
Nil		
Construction Year 2029/30		
Peanut Farm Reserve	As per agreed service levels	\$80,000
South Melbourne Life Saving Club	As per agreed service levels	\$60,000
Construction Year 2030/31		
Gasworks Arts Park	As per agreed service levels	\$40,000
Murphy Reserve Main Pavilion	As per agreed service levels	\$30,000
Construction Year 2031/32		
O'Donnell Gardens	As per agreed service levels	\$20,000
Construction Year 2032/33		
Nil		

20

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10-Year Capital Works Program – Investigation/Feasibility (in order of planned delivery)

Site	Prioritisation Criteria/Driver	Estimated Cost ¹⁰
Construction Year 2023/24		
Dandenong Rd	Poor condition with ongoing antisocial behaviour Review utilisation and consider closure/demolition	\$0
Albert Park Tennis Club	Poor condition Review service planning outcomes and determine appropriate course of action (upgrade/renewal/disposal)	\$0
Port Melbourne Tennis Club	Poor condition Review service planning outcomes and determine appropriate course of action (upgrade/renewal/disposal)	\$0
St Kilda Pier	Expected increase in visitation due to St Kilda Pier Redevelopment with demand expected to outweigh provision. Investigate options for additional toilets in this area. Consider license arrangements with SeaBaths and whether this is required ongoing if additional toilet facilities can be accommodated elsewhere	\$0
2024/25		
Alma Road Community House	Poor Condition Review utilisation and consider closure	\$0
Cummings Reserve	Poor condition Review utilisation and consider closure/demolition	\$0
2025/26		
St Vincents Gardens	Poor condition Review service planning outcomes and determine appropriate course of action (upgrade/renewal/disposal)	\$0
Ormond Rd	Shopping precinct area with no current public toilet provision - Demand exists for toilet provision Investigate options for toilet provision including license agreements with existing businesses	\$0
Construction Year 2026/27		
Fishermans Bend	Demand expected to increase as Fishermans Bend develops Investigate options for further toilet provision either in existing or new locations. Consider relocation of Coles Carpark toilet within Fishermans Bend area	\$0

¹⁰ Investigation costs to be covered within existing operational budgets

Overall Capital Budget Requirements – 10 Years

	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	Total
Major Upgrades ¹¹	\$880,000	\$455,000	\$650,000	\$700,000	\$810,000	\$240,000	\$0	\$0	\$0	\$0	\$3,735,000
Renewals	\$90,000	\$0	\$130,000	\$40,000	\$120,000	\$0	\$140,000	\$70,000	\$20,000	\$0	\$610,000
Feasibility	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Capital	\$970,000	\$455,000	\$780,000	\$740,000	\$930,000	\$250,000	\$140,000	\$70,000	\$20,000	\$0	\$4,355,000

¹¹ Excludes toilet upgrades planned as part of broader building works with their own allocated budget

Operational Service Levels, Standards & Recommendations

Operating Hours and Security

Most of City of Port Phillip's stand-alone public toilets are open on a seasonal roster. From December to May toilets are progressively unlocked between 5am – 7am, and locked between 9pm – 11pm, and from June to November toilets are unlocked from 6am – 8am and locked between 6.30pm – 8.30pm. These toilets are locked and unlocked by Council's security contractors. Toilets located within a building (e.g. libraries) are often only available for use during the building opening hours. These opening hours have been scheduled to ensure toilet facilities are available when they are most needed, whilst discouraging anyone from being able to camp out in the facilities overnight.

Opening hours are often extended in line with specific event schedules, and for those located in high activity areas, such as entertainment precincts and locations on the foreshore (particularly over summer).

MLAK keys are fitted to some accessible toilets to allow for 24/7 use for members of the community with disability and consideration will be given to extending MLAK provision to further accessible toilets where feasible.

Cleaning

Clean and well-maintained facilities help with perceptions of safety, particularly for girls, women and gender-diverse people. If the environment looks and feels clean, people often feel safer accessing the facilities.

Council's public toilets are currently cleaned on a seasonal proactive or scheduled cleansing service. Toilets are cleaned a minimum of twice per day during the Winter months (April – October). This increases up to six times per day in highly utilised areas such as the foreshore and parks, over the busier summer months (November-March). Additionally, reports of toilets requiring reactive cleansing are actioned on an as-needs basis. Council's cleaning contract stipulates the length of time cleaners are expected to spend at each toilet, and this varies across locations due to utilisation, number of toilets etc.

Whilst City of Port Phillip considers the cleansing of public toilets a high priority, it is acknowledged that this is not without its challenges and expected service levels may not always be met, such as on extremely busy days when cleaners are unable to access public toilets at planned cleaning times due to ongoing queues trying to access the toilets,

or if individuals have chosen to present anti-socially where it is unsafe for cleaners to access the facility, or where individuals have locked themselves into a facility. Options to refine the cleaning schedule and required services levels will be investigated, supported by technology and other data collection methods to align to utilisation rates and reports of behaviour occurring in particular toilets, rather than pre-defined service levels, to ensure we are focussed on cleaning the right toilets at the right time. Cleaning service levels should also be increased during major events and in the instances where opening hours are elongated.

Maintenance (Proactive and Reactive)

Councils only scheduled maintenance program consists of 5-yearly internal painting to provide a refresh to the public toilets. No other proactive maintenance is planned and instead regularly responds to reactive maintenance requests, often as a result of vandalism and anti-social behaviour. The most common maintenance concern is blockages in the plumbing network that occurs partly due to inadequate plumbing/pipe network and sustainable initiatives to limit water usage, and anti-social behaviour whereby users are putting items other than toilet paper into toilet bowls causing them to block. Whilst a scheduled plumbing maintenance program will not eliminate all reactive maintenance requests it will reduce the likelihood of callouts and should be implemented. Proactive jetting of public toilet pipes and sandtraps in highly utilised toilets with known plumbing issues – namely along the foreshore - is to be implemented on a seasonal basis, with jetting to occur weekly during the warmer summer months (December-March) and monthly over the cooler months (April-November).

The current painting schedule is also to be revised to 2-yearly internal painting to provide a regular much needed refresh and ensure the internal appears clean, safe and welcoming.

Increased inspections as a result of precinct-based maintenance officers, and dedicated cleaning resources will also assist as an additional monitoring tool to move towards a more proactive maintenance approach.

Renewals

Planned renewals, such as a tiling, change of partitions and replacements of existing fixtures and/or fittings (like for like replacements) are to be undertaken on a planned schedule based on utilisation rates to ensure toilets are well kept and refreshed as per the 10-year minor works plan outlined above.

Use of Technology

Council has invested in smart sensor technology as a proof of concept in several public toilets to ascertain time of day usage and environmental factors which increase demand. Whilst this technology and data collection is still being refined, if found to be successful, this plan recommends further investment in smart technologies across the public toilet network to collect data to assist in review of service levels to inform the 10-year plan, cleaning and maintenance schedules to ensure community expectations are met.

QR codes as a tool for registering user experience should also be trialled allowing the community to share their thoughts on the condition, cleanliness and overall experience when using public toilets. This will aid to assist in data gathering to better understand community perceptions of public toilets and help Council to focus on key concern areas and/or provide communications and education.

Additional technologies should be investigated and implemented as they evolve where they are deemed to provide additional benefits.

Anti-Social Behaviour

Public toilets have historically been prone to anti-social behaviour, mainly due to poor location and poor design of the public toilet blocks as a result of trying to hide toilets away. Anti-Social behaviour continues to be an on-going issue and may include such behaviours as vandalism, graffiti and drug use. Unfortunately Council does not have any jurisdiction to move people on who are showing signs of these behaviours and staff and contractor safety cannot be compromised. In these instances police will be contacted to assist in addressing this behaviour.

All new toilets must be located in highly visible, highly accessible, high pedestrian areas in line with CPTED principles with greater passive surveillance to reduce the likelihood of anti-social behaviour. New and upgraded toilets must also be designed to CPTED principles.

Whilst CPTED siting and design will assist in reducing the likelihood of anti-social behaviour, other initiatives should also be investigated and considered that can further reduce the chances of recurring anti-social behaviour. This should include 'out of the box' ideas and trials. A 2022 study undertaken by Melbourne University students found that art installations inside public toilets can create greater public presence, improved public perception and a more positive experience, creating a sense of passive surveillance therefore likely reducing the likelihood of anti-social behaviour. Studies have also found things such as classical music, or surveillance art – painting eyes on the side of buildings –

25

have also been known to reduce the likelihood to these sorts of behaviours. These ideas, along with the internal art installations should be further investigated and trialled.

Homelessness

Council occasionally encounters people experiencing homelessness utilising public toilets as a form of shelter or storage area. Suitable design is the best way to reduce the chances of people experience homelessness choosing to shelter in public facilities – with the aim to make public toilets functional rather than comfortable for longer periods of time.

There is often a negative connotation that people in this situation are also those showing signs of anti-social behaviour however this is often not the case, and it can be a challenge for these people to find appropriate shelter, particularly when it is cold. In these instances, rather than discriminate, Council has a management response as part of the Port Phillip Zero project which incorporates amenity (local laws and rough sleeping protocol) and the homelessness, health, housing and police partner in this networked response to homelessness. Whilst housing support is part of this service, it can take significant time to find suitable accommodation, and often people experiencing homelessness have complex cases, which may include mental health issues, meaning they cannot simply be relocated in an easy or fast manner. Council officers also do not have powers to be able to move people on, and will only contact police if people in this situation are showing signs of aggression, abuse, violence or vandalism. All received reports of homelessness in public amenities will be followed up by Councils Housing and Homelessness team to ensure proper support is provided.

Appendix 1: Design Guidelines

Number of toilets to provide

There are no clear rules on what constitutes appropriate provision of public toilets, with most research suggesting undertaking usage surveys to determine appropriate numbers.

Footfall surveys, sensors and other analysis of utilisation of existing toilets should be undertaken before making a decision to add to or close existing public toilet facilities. Consideration also needs to be given to other nearby public toilet provision (not Council operated), potential developments and population changes.

Locations

- Consistent with the previous Public Toilet Plan 2013-23, this plan recommends that the provision of public toilets must be located in areas of high demand within the community, in particular:
- Areas where high pedestrian traffic volumes exist
- Activity centres or hubs such as shopping precincts
- Major tourist destinations
- Foreshore areas
- Parks and Playgrounds (particularly in or around 'regional' playspaces as directed in Councils Play Space strategy, and those where there are 'public activity generators' such as BBQ facilities and play equipment)
- Public transport precincts (which may also take into consideration potential partnership opportunities with transport providers for public toilet provision)

Additionally, when considering implementation of new public toilets, the location should consider Crime Prevention through Environmental Design (CPTED) principles (outlined below).

Types of Toilets

There are three different types of toilets Council may consider when constructing new or upgrading/replacing existing toilet blocks. These are:

- Architecturally Designed – these are toilets that require specialist design consultants to provide a design that suits the look and feel of the surrounding landscape. A suitable contractor will then be required to construct the completed design. These toilets will typically be located in high profile or heritage listed areas such as the Botanic Gardens.

- Bespoke – these are a design-and-construct style toilet where specialist contractors have a standard design set of toilet facilities with the option to choose different configurations, finishes etc. according to the clients requirements. These are typically pre-fabricated units that are quicker and cheaper to construct than architecturally designed toilets.
- Off-the-shelf solutions – these are pre-designed, pre-fabricated units that can be purchased and installed as is, without any modifications. The Exeloo is a typical example of these types of toilets.

When planning for the upgrade or construction of new public toilets, consideration should be given to the surrounding landscape, existing services, and the expected type and number of facility users to determine the most suitable design solution.

Safety/CPTED

All new public toilet facilities and existing facilities due for renewal or upgrade should adhere to the CPTED principles of:

- Visibility – public toilets should be highly visible from the surrounding area and not hidden away from public view
- Access – entrances to public toilets should be clearly visible from the street and other public areas. Access should not be obscured. Public toilets in or near playgrounds should be clearly visible from the playground.
- Light – public toilets should make maximum use of natural light, with good practice, well designed artificial lighting also provided in and around the facility for use during darker hours.
- Location and proximity to other buildings – public toilets should be capable of natural surveillance from pedestrian activity and other building users. Other buildings or landscape features should not obscure the view of the public toilet
- Orientation – entrances should face towards areas of maximum pedestrian activity
- Landscaping – should not obscure the public toilet. Ideally no vegetation surrounding the facility is preferable, however low landscape planting that is well maintained may be appropriate in some locations
- Building design and cubicle configuration – design should be welcoming with cubicles having direct access to the public area, natural lighting to be maximised and light-coloured surfaces

These principles have been developed to maximise safety, reducing opportunities for crime and anti-social behaviour, therefore reducing the fear for personal safety of toilet users, particularly women, girls and gender diverse people. In some instances, in high risk or highly sensitive locations, an independent, gender-sensitive CPTED assessment may be required to provide further recommendations relating to appropriate design and operations.

Additionally, along with the CPTED principles, designs for new/upgrade toilet projects be gender-sensitive to alleviate some of the safety concerns experienced by different user groups when accessing public toilets. The public toilet plan gender impact assessment should be referred to and adapted for all new public toilet projects.

Accessibility/Universal design:

Universal design is the design of buildings and places to make them accessible to as many people as possible, to the greatest extent possible, without adaptations. Universal design is a design philosophy that ensures that products, buildings, environments, programs, services and experiences are innately accessible to as many people as possible, regardless of age, disability, gender, cultural background or any other differentiating factors. Incorporating universal design into the earliest stages of projects allows seamless integration of inclusive features, which effectively makes them 'invisible' and without stigma for users. Universal design principles should be incorporated into the planning and design of new or the upgrading of toilets. At a minimum, upgrades to existing accessible toilets must be compliant to DDA standards and new toilets must include a fully accessible cubicle.

As well as the construction of Changing Places Facilities at both Port Melbourne Beach and South Melbourne Market as outlined in the 10-year Capital Works Program, this plan recommends further investigation and planning for future investment into additional Changing Places facilities in key activity/high visitation or tourist precincts. Investigation and consideration should also be given to the hireage of portable changing places facilities for major events within the municipality to provide equitable access for those with more complex disabilities and their carers to attend. Any changing places facilities implemented must include specific maintenance contracts due to the specialist nature of these facilities that cannot be serviced by standard Council maintenance contractors.

Inclusivity/Gender Equity

Everybody needs to use toilet facilities regardless of age, gender, cultural identity or (dis)ability, with women generally requiring more facilities due to the time taken to use the toilet and the additional usage requirements particularly when pregnant and menstruating.

29

Additionally, some women prefer to use female only toilets for cultural, religious or safety reasons.

The building code of Australia (BCA) currently does not acknowledge all-gender toilets within the code, however Performance solutions can be developed to assist in the application of a building permit for all-gender toilets.

This toilet plan recognises and acknowledges the inequity that may exist when providing public toilet facilities and the challenges associated with equitable provision specifically for women and girls and people who are gender diverse.

This plan recommends:

- Council endeavour to investigate potential options to address the equality gap through the design process when commencing any projects to build new or upgrade existing toilet facilities – recognising the preferred option would be the inclusion of M/F/All Gender single stall/Ambulant and an all-gender DDA toilet – but noting that design options may be constrained by available space and the BCA requirements. Design options should also include appropriate signage. All gender toilets are only to be considered as private cubicles rather than communal cubicles due to safety concerns.
- Continue to investigate options for the inclusion of all-gender toilets within current public facilities.
- Include a requirement to obtain a performance solution for all new/upgrade of facilities as part of the design process to include at least one non-gender specific standalone toilet other than the accessible toilet (accessible toilet should also be non-gender).

Climate Change

All buildings throughout the municipality need to consider climate change during design and construction. When identifying locations for public toilets, the most up to date inundation mapping and modelling, accessed through tools such as the Asset Vulnerability Assessment, should be used to inform location and design. Flood resilient by design guidance, such as the Melbourne Water [retrofitting your home for flood resilience](#), is to be used when appropriate.

Public toilet design also needs to avoid making the facility a heat hot spot and exacerbating heat distress for users. Passive ventilation and suitable materials should be incorporated where possible.

30

Planning Processes

Public toilets should be a key component in urban design and civic planning and be given the prominence they warrant as a critical piece of urban infrastructure. When planning for new or upgrades to toilets, thought should be given to the surrounding spatial, social or design aspects of the area to determine if a bespoke design is required, or a simple 'off-the-shelf' solution can be integrated.

With both bespoke and off-the-shelf solutions, thought should also be given to whether the location and building design warrants public art via either a mural or photographic vinyl wrap to further enhance the building and surrounding area, and as a deterrent to vandalism through graffiti.

Some toilets may also be subject to external planning and design guidelines which will need to be considered, for example any new toilets or upgrades along the foreshore require to adhere to Coastal building design and siting guidelines and require Marine and Coastal Act consent. Others may be subject to heritage constraints that need to be factored in.

Fixtures and Fittings

Council has some standard specifications for fixtures and fittings within public toilets to ensure these are fit for purpose, durable and vandal proof. This plan recommends reviewing and updating of these specifications into a reference guide, and ensure the fixtures and fittings specified are compliant to the Building Code and Disability Discrimination Act. This will allow for their inclusion in specifications when approaching contractors and ensure consistency when new buildings are built or when existing structures are retrofitted.

Inclusions/Exclusions

- Baby Change Tables – while there is no legal requirement to provide baby change tables, it is good practice to include baby change tables in public toilets where there are no separate parent rooms available. Change tables should at a minimum be included in unisex/all gender DDA public toilets to ensure parents of any gender have equal access. Where baby change tables are included in female toilets a second change table should also be made available in men's toilets. Change tables should be available at all public toilets where possible, particularly in parks, playgrounds and busy shopping precincts, however this plan also notes that in public toilets that are subject to ongoing anti-social behaviour, change tables may be considered a fire hazard and their inclusion may need to be reconsidered until

31

such a time that the behaviours are resolved. Adequate signage should be included to advise of changing facilities available.

- Sanitary Bins – sanitary bins should be available in all public toilets, including female, male, unisex and all-gender toilets.
- Basins – all public toilets will include sufficient basins to meet building code requirements. These may be located either inside or outside the toilets. The location, building design and utilisation rates should be considering when contemplating the location of basins as external basins may impact the perception of safety for some users, particularly women, however internal basins may also support anti-social behaviour and drug use.
- Soap – Following the successful trial of soap dispensers throughout 2020/21, soap dispensers should be re-included in all public toilets. Dispensers should be housed in metal cages to ensure they are protected from theft and vandalism.
- Hand Driers/Paper Towels – paper towels are not recommended as these are often incorrectly disposed of in toilets causing blockages, are used to vandalise public toilets, or are used to start fires. Hand drier provision may be considered in certain public toilets, however this plan acknowledges that these are often the subject of theft and damage, particularly in standalone public toilets, and appropriate consideration is required for each toilet.
- Bins – rubbish bins are not to be included in public toilets given the fire risk associated. Where no paper towels are provided bins are deemed unnecessary.
- Sharps Containers – all public toilets should have sharps bins installed in them to minimise the risk of harm from incorrectly discarded syringes. Where possible, ‘in wall’ sharps bins should be installed to avoid damage/vandalism often found on standard sharps bins and to deter people from trying to access discarded syringes.
- Showers – where appropriate, showers are to be placed outside facilities, particularly along the foreshore area.
- Blue Lights – blue lights are typically known as a deterrent for drug use as the blue colour makes it difficult to find a vein when looking to inject, however often this will create further risk by drug-users injecting in the dark risking significant injury to themselves, or forcing drug-users into public, well-lit spaces. Additionally, blue lights create a negative, unwelcoming space for the general public and presents difficulties to those with vision impairments. Blue lights are not recommended to be installed in public toilets but may be considered in certain circumstances warranting further intervention.

Environmentally Sustainable Design

City of Port Phillip is committed to ensuring that all council buildings and facilities minimise their environmental impact and aims to increase the percentage of built form in the municipality incorporating sustainable design principles. It is expected that all new public toilet developments or upgrade projects will aim to meet Council's Minimum Performance Standards, and work towards incorporating the following design considerations:

- a. Energy: good daylight and natural ventilation should be prioritised, energy efficient lighting, renewable energy systems, energy efficient HVAC systems (where relevant), energy efficient hot water systems, energy efficient appliances, and building tuning and commissioning.
- b. Water: water efficient appliances within one star of the best available WELS (Water Efficiency Labelling Scheme), rainwater storage tanks for reuse, water efficient landscaping, grey water treatment/storage systems.
- c. Stormwater: Water Sensitive Urban Design (WSUD) including detention through on-site filtration, diversion from stormwater system, treatment on site prior to release, rain gardens, swales and other stormwater treatment measures.
- d. Waste: retaining existing structures where possible, re-use of existing materials (recycling where required), Waste Management Plans for demolition and construction phases.
- e. Materials: retention of existing structures where possible, re-use of existing materials (recycling where required), more environmentally friendly material types that are certified and/or justified as to what processes are involved in classifying the material as environmentally friendly. Consider Climate change impacts while selecting materials.
- f. Indoor Environment Quality: providing direct access to natural daylight, providing direct access to natural ventilation, selecting low VOC paints, light coloured paints to mitigate urban heat island impact, low to no formaldehyde emitting joinery.
- g. Transport: provide secure bicycle storage spaces
- h. Biodiversity: use of indigenous plants in landscaping, green roofs/walls
- i. Innovation: inclusion of innovative sustainable design solutions

Whilst the aim should be to incorporate these principles, it is noted that the plumbing/sewer network available for a number of these public toilet locations, whilst compliant, is old/ageing infrastructure or does not follow plumbing best practices (limited fall in pipes, 90° pipe bends etc.) which limits functionality and causes a number of ongoing issues, particularly when sustainability initiatives are introduced, such as half flushes. Any new or major upgrade public toilet projects should assess the capacity and

33



capability of the existing plumbing network and consider options to upgrade the network as part of the project in the first instance, or if not feasible, consider fixture and fitting options that are appropriately suited to not further enhance any plumbing challenges and ongoing reactive maintenance costs.