

**PLANNING COMMITTEE REPORT**

Agenda Item 5.6

8 April 2008

**CITY OF MELBOURNE PUBLIC TOILET PLAN 2008-2013**

**Division** Sustainability and Regulatory Services

**Presenter** Gordon Duncan, Acting Manager Engineering Services

**Purpose**

1. To seek approval of the Public Toilet Plan 2008-2013 (“the Plan”) for the City of Melbourne.

**Recommendation from Management**

2. That the Planning Committee adopt the *City of Melbourne Public Toilet Plan 2008-2013*.

**Key Issues**

**Asset Management**

3. The Public Toilet Plan notes that some of the toilet stock is ageing - particularly the underground toilets and older toilets in parks and gardens. It recommends the replacement of some toilets.

**Location**

4. The Plan sets out the need for some new toilets while delineating that a maximum of 500 metres between public toilets in major pedestrian areas should be the standard.

**Design**

5. The Plan recommends design modifications to provide a mix of automated and manual functions according to pre-determined guidelines listed in the Plan.

**Environmental Sustainability**

6. The Plan notes that there are opportunities to make City of Melbourne’s public toilets more environmentally sustainable particularly through water saving (refer to page 25 in Public Toilet Plan as attached).

**Consultation**

7. In the preparation and review of this Plan, the City of Melbourne had contact with a number of peak bodies and interested agencies. The following agencies have commented on aspects of the Plan: the Council on the Ageing (COTA), Nightclub & Bar Association, Residents 3000, National Trust of Australia (Victoria), Australian Crohn’s & Colitis Association, Yooralla Society, Blind Citizen’s Australia, Travellers Aid Society, WC Convenience Management, Carlton Traders Association, Australian Retailers Association and Heritage Victoria.

8. 100 members of the public were surveyed to obtain their views about City of Melbourne's public toilets and possible improvements to the current network of facilities.

### **Finance**

9. The budget requirements will be considered through the normal budget process. In the previous four financial years, \$1.9 million has been spent constructing new public toilets within the municipality.
10. The 2007/08 Budget includes \$695,000 to construct new public toilets. \$500,000 of this funding is within the Engineering Services budget and \$195,000 within the Park Services budget.
11. The Plan proposes the construction of a further 18 public toilets within a five year period. The Infrastructure Plan contains indicative funding of \$1.25 million for new public toilets for the five year period from 2008/09 to 2012/13. The Park Services Capital Works Building Program contains indicative funding of \$2.25M for new public toilets for the five year period from 2008/09 to 2012/13.

### **Legal**

12. No direct legal issues arise from the management recommendation.

### **Background**

13. While there is no statutory requirement on Council to provide public toilets (except as part of some of its own facilities), they improve local amenity and support social activities within the municipality. There are 55 public toilets within the City of Melbourne.
14. As well as the public toilets managed by the City of Melbourne, there are many toilets available through eateries, carparks, shopping complexes and retail stores. These are privately owned spaces that are publicly available. They supplement the municipal public toilets although they are often only available to patrons of the establishment and may have no advertisement of their public availability.
15. The underground toilets in Russell Street at Bourke Street were decommissioned in 1994. Since 1998, a further five public toilets have been decommissioned. This was because either the structure was unsafe or the toilets were antiquated and being used for anti-social or criminal activity. Underground toilets that were decommissioned were located at King Street at Hawke Street, Parliament Place, Flinders Street west of Elizabeth Street and Flinders Street east of Swanston Street. The male toilets in the Fitzroy Gardens were also decommissioned. .
16. The oldest remaining public toilets are the street underground toilets. The first of these was built at the intersection of Russell and Bourke Street in 1902. The oldest remaining parks toilets are made from brick. Located in Fawkner Park and Princes Park, they were constructed in the 1940s.
17. The Collins/Swanston Street toilet (also known as the 'Town Hall' toilet) is the main public toilet within the municipality. It has high quality fittings and is well maintained. As with the older Elizabeth/Bourke Street toilets (adjacent to the former post office), attendants are employed within both the male and female sections.

18. Heritage Victoria has now included four underground public toilets on the Heritage Register. These are the toilets located at Elizabeth and Victoria Streets, Russell and Bourke Streets (already closed), Queen and Collins Streets and Elizabeth and Bourke Streets. Other public toilets recommended for heritage classification are public urinals at Queensberry/Errol Street, Queensberry/Swanston Street, Queensberry/Elizabeth Street and LaTrobe/Russell Street.
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**Attachments:**

1. Draft City of Melbourne Public Toilet Plan 200-2013
2. Consultation Summary and Response

THE CITY OF MELBOURNE

# PUBLIC TOILET PLAN

2008-2013

Draft Only

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## INTRODUCTION

1. While there is no statutory requirement on Council to provide public toilets (except as part of some of its own facilities), they improve local amenity and support social activities within the municipality. In a recent survey, 90% of people who responded believe it to be extremely or very important that the City of Melbourne provide public toilets.<sup>1</sup>
2. Toilet provision has evolved from a time when toilets were intentionally designed to be out of public view to where they are now placed in locations where they can be seen and are most likely to be used.
3. City Plan 2020 notes the importance of amenity and safety to City users<sup>2</sup>. It commits Council to:
  - 3.1. ensuring that city assets and services are responsive to the changing demands of residents, workers, students and visitors to the city;
  - 3.2. the maintenance of city infrastructure and assets.
4. Council Plan 2005-2009<sup>3</sup> commits Council to:
  - 4.1. research, develop and implement initiatives to improve liveability and amenity in the central city. (*strategic objective 3.5.02*), and to;
  - 4.2. encourage public space design that demonstrates environmentally sustainable design principles. (*strategic objective 4.5.03*)
5. The Public Toilet Plan has been written to fit within this brief. It has been organised under the following five headings:
  - 5.1. Asset Management;
  - 5.2. Location and Use;
  - 5.3. Design;
  - 5.4. Managing for Sustainability;
  - 5.5. Implementation Plan.
6. The Public Toilet Plan 2008-2013 (CoM, 2007) replaces and updates 'Toilet Management' (July 2002).

## AIMS

7. To maintain a network of **safe, accessible, clean and environmentally sustainable** public toilets.
8. To continuously improve the **quality** of the public toilet stock ensuring that toilets are placed at locations that best **meet community need**.

<sup>1</sup> Austraffic, Toilet Patron Interviews for the City of Melbourne.

<sup>2</sup> City of Melbourne. City Plan 2010. 2005. p.10

<sup>3</sup> City of Melbourne, Council Plan 2005-2009

## BACKGROUND

### The Current Situation

#### *Public Toilets within the City of Melbourne – A Snapshot*

9. The City of Melbourne manages 54<sup>4</sup> public toilets (at 1 March 2008). 23 of these are located on the street and 30 are located within parks and gardens. Some of these toilets have a single toilet cubicle (eg. automated models) whereas others are larger.
10. The number of public toilets located in each area are:
  - 10.1. *fifteen* in the Central Business District (CBD). Comprises underground toilets at Melbourne Town Hall (including Baby Change Room) , Queen/ Collins, Elizabeth/Bourke and Victoria/Elizabeth, the AMP building, automated toilets at Exhibition/Collins, Exhibition/Lonsdale and Lonsdale/Queen, Market/Collins, Lonsdale/ King Elizabeth/Franklin, urinals at Flinders/Exhibition, Exhibition/Lonsdale and La Trobe/Russell and a brick toilet at Victoria Square;
  - 10.2. *eleven* in central Melbourne but outside the CBD. This comprises one toilet at Batman Park, four at Kings Domain (including a brick toilet which is part of a depot and Government House Drive), one at Alexandra Gardens and one at Carpentaria Place, two at Birrarung Marr, one at Gosch's Paddock and a cast iron toilet at Queensbridge Street;
  - 10.3. *eight* in Carlton including two urinals, two toilets at Rathdowne Street, Lincoln Square, two toilets at Princes Park and an underground toilet at Faraday Street. ;
  - 10.4. *five* in East Melbourne including one urinal and toilets at Treasury Gardens, Fitzroy Gardens (2) and Powlett Reserve;
  - 10.5. *three* in Parkville Royal Park (2) and levers Reserve;
  - 10.6. *three* in North Melbourne with two urinals on Queensberry Street and one at North Melbourne Town Hall;
  - 10.7. *two* in Docklands at Point Park and Docklands Park maintained by the City of Melbourne (The City of Melbourne is also maintaining a toilet at 'Shed Two' independently of its Building Maintenance Contract). There are also toilets at Aquitania Way at New Quay and Central Pier both maintained by VicUrban.
  - 10.8. *two* in Southbank at Sturt & Kingsway Reserve and Southbank Bld;
  - 10.9. *two* in South Yarra at Fawkner Park;
  - 10.10. *two* in Kensington at J.J Holland Park.
  - 10.11. *one* in West Melbourne at Flagstaff Gardens;
11. The public toilet stock located within the City of Melbourne comprises:
  - 11.1. *sixteen* above ground cast iron replica design;

<sup>4</sup> The City of Melbourne will assume responsibility for 3 new toilets on 1 July 2008 due to Kensington/North Melbourne boundary changes.

- 11.2. *fourteen* made from brick or pre-fabricated materials and/or attached to other buildings.
  - 11.3. *seven* urinals of cast iron design;
  - 11.4. *six* underground toilets with five located on streets and one in parks;
  - 11.5. *ten* automated stainless steel units with seven on streets and three in parks.
12. As well as the public toilets managed by the City of Melbourne, there are many toilets available through eateries, carparks, shopping complexes and retail stores. These are privately owned spaces that are publicly available. They supplement the municipal public toilets although they are often only available to patrons of the establishment and may have no advertisement of their public availability.
13. The Building Code of Australia prescribes that department stores, shopping centres, restaurants, cafes and bars provide toilets. Patron toilet facilities are usually required if the premises provides seating for more than 20 patrons to dine in the premises.
14. The National Toilet Map, a project of the National Continence Management Strategy, lists all of the City of Melbourne's public toilets. It also lists the following other toilets in Melbourne that are managed privately:
- 14.1. Australia on Collins, 260 Collins Street. Users must obtain a key from centre management for access;
  - 14.2. Collins Place, 45 Collins Street;
  - 14.3. Port of Melbourne, 530 Collins Street,;
  - 14.4. QV, corner of Swanston and Lonsdale Streets;
  - 14.5. National Australia Bank Headquarters, Bourke Street, Docklands;
  - 14.6. Royal Botanical Gardens.
15. Details of railway station toilets and post office toilets are also listed on the National Toilet Map.
16. The Russell Street underground toilets were closed in 1994. Since 1998, a further five public toilets have been decommissioned. This was because either the structure was unsafe or the toilets were antiquated and being used for anti-social or criminal activity. The first of these was built at the intersection of Russell and Bourke Street in 1902. Other underground toilets that were decommissioned were located at- King Street at Hawke Street, Parliament Place, Flinders Street west of Elizabeth Street and Flinders Street east of Swanston Street. The male toilets in the Fitzroy Gardens were also decommissioned.
17. Of the operational underground toilets, Queen/ Collins Street was constructed in 1905, Victoria/ Elizabeth Street (1907), Faraday Street (1939), Elizabeth/ Bourke (1910 male/ 1927 female), Collins/ Swanston (1914 female/ 1960 male) and Carpentaria Place (1924). The Swanston Street/ Victoria Street female only toilets were constructed in the 1930's. The oldest remaining parks toilets are made from brick. Located in Fawkner Park and Princes Park, they were constructed in the 1940's. City of Melbourne urinals were constructed between 1910 and 1925.

18. The Collins/ Swanston Street toilet (also known as the 'Town Hall' toilet) is the main public toilet within the municipality. It has high quality fittings and is well maintained. As with the older Elizabeth/ Bourke Street toilets (adjacent to the former post office), attendants are employed within both the male and female sections.
19. The first automated toilet was opened in 2002.

### *Current Installations*

20. New automated toilets have recently opened at the intersection of Lonsdale/ Queen Streets and Elizabeth & Franklin Streets.
21. New automated toilets will open in Argyle Square (near Pelham Street) and Lincoln Square– near Bouverie Street in May 2008.

### *Heritage Classification*

22. The National Trust of Australia (Victoria) recognised the significance of the early underground toilets and all the urinals in the CBD by adding them all to its heritage register. A group of six underground toilets were classified at a national level in May 1997. The underground toilets at Parliament Place (now closed) were classified at a state level on 2 June 1997. A group of nine urinals were classified by the National Trust in February 1998.
23. Heritage Victoria recommends to the Heritage Council those places and objects worthy of protection under the Heritage Act. Once a place or object is included in the Victorian Heritage Register, owners cannot make significant changes to it without a permit from Heritage Victoria. Heritage Victoria has accepted a recommendation that four underground public toilets be included on the Heritage Register. These are the toilets located at Elizabeth & Victoria Street, Russell & Bourke Street (now closed), Queen & Collins Street and Elizabeth & Bourke Street.
24. Other public toilets recommended for heritage classification are public urinals at Queensberry/ Errol St., Queensberry/ Swanston St., Queensberry/ Elizabeth St. and La Trobe/ Russell St.

## ISSUES - ASSET MANAGEMENT

### The Current Situation

#### *Maintenance*

25. Public toilets on the street are maintained under contract by Spotless. In parks and gardens, CityWide maintain *Region One* which comprises the CBD and south of the CBD whilst Serco maintain *Region Two*, north of CBD including Fisherman's Bend. The cost of providing toilet maintenance as an individual item is unknown because both contracts include other maintenance and costs not itemised.
26. On the streets, public toilets are cleaned once a day with extra cleaning taking place as required. In parks and gardens, toilets are cleaned early in the morning and once again before noon. The contract states that the toilets must be 'kept fit for purpose'. As part of the management of this contract, monthly assessments of 10 randomly selected toilets in either region is undertaken.
27. The self-cleaning component of the automated toilets (these toilets include water jets that spray the floor and toilet seat and pan followed by air to dry) is augmented by daily manual cleaning. The manual cleaning is also a way of picking up litter and checking for blocked toilets (further information about the functions of the automated toilets is in the 'Design' section). The two toilets with attendants – Elizabeth/ Bourke St and Melbourne Town Hall are cleaned by the attendant as required. Outside of cleaning times, the maintenance regime relies upon user feedback.
28. There are maintenance problems with many of the underground toilets. These include:
  - 28.1. rising damp and water seepage;
  - 28.2. a lack of natural ventilation combined with worn connecting pipes and fixtures that can make the toilets smelly.
29. The design of these toilets limits the extent that modernisation can take place. They are often small with little separation between the stalls and walk-in area. Despite strong lighting, the lighting levels remain uneven. Users have to navigate a number of stairs which limits their usage. The overall result is an unsatisfactory experience for people using these toilets.
30. Whilst toilet fixtures are replaced when worn out, there is no major capital works funding scheduled for underground toilets or older parks toilets. This is because of the cost involved related to the age of the facilities. This means that the older structures continue to wear through age. They also no longer meet the Disability Discrimination Act (DDA) requirements.

### *Standards of Cleaning*

31. A parks survey in 2006<sup>5</sup>, asked respondents to rate public toilets based upon levels of cleanliness and safety. The survey found that parks user satisfaction with toilets was 6.61 out of 10 which was the second lowest of the 20 items surveyed and that the satisfaction with maintenance was the lowest of 15 items surveyed at 7.08. The survey indicates that parks users believe the toilets could be cleaner.
32. Recent inspections of public toilets in the streets were undertaken by Council staff. The toilets were found to be reasonably clean although at the inspections a blocked toilet was discovered and there was strong odour at one other toilet block. With some of the older toilets, the overall benefit of cleaning is diminished by worn fixtures.
33. A sanitary problem with a toilet can happen at any time although more frequent checking would shorten the time between a problem occurring and it being fixed. Outside of existing cleaning regimes, extra cleaning or repairs depends upon a user or potential user calling to report it.

### *Urinals*

34. Some of the green, cast iron structures of these public toilets are worn and rusted and the urinal bowls are usually faded. Structurally both the external and the internal features are sound.

### *Life Cycle Analysis*

35. Anticipated expenses for public toilet works within the next five years are listed below (note: financial estimates are based upon 2007 figures and work may be more expensive if commissioned in the future). If some of these toilets are earmarked for closure this money will not be spent.
  - 35.1. *Carpentaria Place*. General structural dampness including rising damp that is expected to cost more than \$20,000 in the current financial year. A further \$25,000 is predicted for repairs and asset replacement;
  - 35.2. *Collins/Queen Street*. Painting and repairs of \$10,000 in the current financial year with a further \$18,000 predicted for repairs and asset replacement;
  - 35.3. *Elizabeth Street/ Victoria Street*. \$17,500 painting and repairs to the structure in the current financial year with a further \$9,000 predicted for repairs and asset replacement;
  - 35.4. *Elizabeth Street/ Bourke Street*. \$10,000 for painting and repairs in the current financial year. There has also been water leakage in the women's toilet which has been stopped but is subject to further investigation;
  - 35.5. *Victoria Square*. \$10,000 for painting and repairs in the current financial year;
  - 35.6. *Faraday Street*. \$20,000 on structural repairs to walls and \$8,000 for painting and repairs;

<sup>5</sup> City of Melbourne, Parks Satisfaction Research Study, 2006. Metropolis Research P/L, page 41, 42.

- 35.7. *Swanston Street female toilet* – painting and repairs \$15,000 and structural improvements \$9,500 in the current financial year. A further \$18,000 predicted for repairs and asset replacement.
36. Three of the urinals will need to have the external structures replaced by 2015 when the cost will be an estimated \$65,000 for each replacement.
37. Automated toilets are not expected to incur large replacement expenses until 2024 when approximately \$30,000 will need to be spent per unit upgrading electrical services and replacing doors and the water service. Asset replacement predictions so far out are indicative only - particularly when no automated toilet within the City of Melbourne is more than 6 years old. In 2004, an automated toilet incurred an unbudgeted expense of \$75,000 when, due to vandalism, the electrical system was burnt out through fire. All automated toilets' now carry a design modification that stops this type of fire from being lit.
38. Capital expenses at toilets within parks and gardens within the next five years will only be very minor with most funding allocated to replacement.

### *Syringe Containers*

39. Syringe disposal bins are installed as standard public health facilities in all City of Melbourne public toilet cubicles. These provide disposal facilities for those who inject for both illicit and medical reasons (such as diabetes), and improve amenity for all toilet users by reducing syringe litter. Research suggests that when disposal facilities are provided, nearly all syringe users dispose of syringes appropriately. The disposal bins are serviced regularly by a contracted medical waste disposal service.
40. Staff involved with syringe management are not always advised when new toilets are built or others decommissioned. This delays the provision of syringe bin installation and servicing. It may also prevent existing bin assets from being salvaged.

### **Opportunities**

41. There is an opportunity to upgrade and renew the stock of public toilets.
42. In toilets within parks and gardens, this means replacing obsolete toilets with new toilets on the periphery of sites. In street based toilets, this involves closing most underground toilets on the basis that the configuration doesn't allow universal access, there are safety concerns and it is not possible to improve them without major expense. In shutting underground toilets it is important that:
- 42.1. where necessary another toilet is constructed nearby;
- 42.2. recognising the cultural significance of some of the toilets, all underground fixtures of historic toilets are preserved and maintained. The closure shall involve sealing the toilet without interfering with existing fixtures and where appropriate placing a plaque on the site acknowledging its former use.
43. Toilets with attendants will be retained on the basis that people feel safer in toilets with attendants. There may be an opportunity to further upgrade the standard of fixtures and

inside surfaces of the Elizabeth Street toilet. (The interior floor and tiles were replaced in 2005 but other aesthetic improvements may be possible).

44. In locations where toilets are consistently blocking or appearing dirty, extra checking and possible cleaning is required. For some toilets the actual time of cleaning may need to change. Toilets that are cleaned every 24 hours at 5pm and heavily used at night may require extra cleaning in the morning. Toilets cleaned early in the morning and around noon (ie. this occurs in parks) may require extra cleaning after lunch periods - especially on weekends.
45. The cleanliness of public toilets is critical to the future use and the overall perception of the public toilet stock. The cleaning regime will be revisited and discussed with contractors. Changes may need to be built into existing contracts.
46. When toilets are constructed or closed down, it is important that staff involved with the management or operation of public toilets are notified (this includes City Ambassadors). A short protocol will be developed that is operationalised when a new toilet is opened or another one closed. The protocol will set out the basis for contacting staff to give them time to make arrangements as well as notification details for the National Toilet Map and the location of the nearest other toilet.

## Actions

That the current cleaning regime be discussed with toilet maintenance and cleaning contractors and altered where necessary so it operates at an optimum level.

That the standard of fixtures and surfaces at the Elizabeth/ Bourke Street public toilets be assessed with a view to scheduling a further upgrade.

That protocols setting out the operational procedures for opening and closing public toilets be developed. This will include a list of people to be contacted and a statement of their role.

## ISSUES - LOCATION AND USE

### The Current Situation

#### *Frequency of Use*

47. In June and July 2007, the City of Melbourne observed the numbers of people entering a sample of ten public toilets across the municipality. The surveys were undertaken on one weekday and one weekend day. See *Table One* below.

DAY	WEEKDAY		WEEK-END		Sub-total
	Male	Female	Male	Female	
AMP Building St. James Square (Female only)	N/A	49	N/A	0	49
Carpentaria Place (Gordon Reserve)	N/A	8	N/A	34	42
Elizabeth & Bourke Street (former GPO)	309	50	210	58	627
Elizabeth & Victoria Street	66	6	36	1*	109
Faraday Street (Carlton)	35	2	19	0	56
Flagstaff Gardens	57	13	40	13	123
Queen & Collins Street (Male only)	295	N/A	140	N/A	435
Queensbridge Street	55	6	43	6	110
Swanston & Victoria Street (Female only)	9**	6	N/A	10	25
Town Hall, Collins Street	414	286	277	191	1168
Total for Males	1240		765		2005
Total for Females		426		313	739
Total	2744				

*Table One – public toilet usage from survey counts of people entering toilet facilities.*

\* gate locked all day – one person jumped the gate to access the toilets.

\*\* although a women's only toilet, men used it this day as well.

#### *Analysis – Visits to the Older Public Toilets*

48. The two toilets that have attendants – ie. Melbourne Town Hall and Elizabeth Street/ Bourke Street were utilised by most of the public toilet users in the survey indicating a preference whereas the Faraday Street public toilet is the least used of the toilets surveyed with only 56 people using the toilets across two days. Of the six public toilets surveyed that had equivalent male/female facilities, approximately two thirds of all visits were by men.

49. Apart from the three most used public toilets – the two with attendants and the Queen/ Collins Street Men's toilet, public toilet patronage is low overall. Only 613 people used the other seven public toilets on the two sampling days. This averages out at only 12 visits per day for the remaining seven toilets. The Queen/ Collins Street underground toilet is being used as a base for sexual activity.
50. There were six underground toilets surveyed with female facilities. The two underground toilets that have attendants were well patronised with 585 visits across two days. In total, only 64 toilet visits were made by women to the other four underground toilets across the same time frame. Although male attendance was higher, only 54 men used the Faraday Street underground toilet and only 102 used the Elizabeth/ Victoria Street facility across the two survey days.
51. These figures suggest that women are not comfortable using underground toilets that do not have an attendant. This view is supported by interviews and observation of toilet patron behaviour conducted by the City of Melbourne where surveyors reported that "women are reluctant to use the underground toilets when they are by themselves". Moreover, the surveyors found that "most [women] felt the need to be accompanied or have someone waiting for them to come out in a reasonable timeframe"<sup>6</sup>. Higher female patronage at the two public toilets with attendants can be attributed to feeling safer and the fact that these toilets are kept cleaner because attendants undertake spot cleaning over the course of the day.

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<sup>6</sup> Austraffic, Toilet Patron Survey for the City of Melbourne, op. cit. p. 9

52. The usage figures for automated toilets in the 2006 calendar year are in *Table Two* below.

Date (2006)	Southbank	Market St	King/ Lonsdale St.	Exhibition/ Lonsdale St.	Exhibition/ Collins St.	JJ Holland Park	Batman Park
January	4532	2697	1887	1612	1383	794	N/A
February	3682	3256	2082	1754	2317	840	N/A
March	5213	3549	2069	1782	2046	964	N/A
April	2762	2837	2093	1808	1938	789	N/A
May	1966	3246	2072	1911	1514	872	882
June	2742	2928	2038	1988	1597	894	1721
July	2465	3073	2102	1752	1573	690	1631
August	2838	3209	2240	1875	1231	863	1498
September	2533	2754	1983	1754	1309	854	1790
October	3340	3215	2140	1906	1676	870	2331
November	3360	3124	2158	1883	1939	779	2296
December	3360	3056	1868	1819	1436	814	2399
TOTAL	38,793	36,944	24,732	21,844	19,959	10,023	14,548
AV Daily	106	101	68	60	55	27	59

*Table Two -usage figures for automated toilets.*

*Note –automated toilets at Lonsdale and Queen, Franklin Street and Argyle Square were not operating in 2006.*

### ***Analysis –Automated Public Toilets Usage***

53. In March 2006, 168 people per day or 7 people per hour used the Southbank public toilet. At the lower end, in August 2006, only 39 people per day (or between one and two people per hour) used the Exhibition/ Collins Street public toilet. More men used the Melbourne Town Hall toilets in one day than used all five of the automated toilets for the equivalent time. Surveys carried out at two automated toilet locations in September 2007 – Market Street and Collins/ Exhibition – indicate that these toilets are also mainly used by men. At Exhibition Street of the 36 people who accessed the toilet during a single day, 30 were male, 5 were female and there was one other male person with a physical disability. At Market Street, of the 53 people who used the toilet on the survey day, 49 were men.
54. The two automated toilets located next to footpaths (ie. Southbank and Market Street) are better patronised than the other three automated toilets which are located at intersections on median strips. The likely reasons for this are:
- 54.1. *convenience.* The first two toilets are located immediately adjacent to footpaths/walkways;
  - 54.2. *location.* Some people are uncomfortable using the median strip locations. To use these toilets a person (depending on the light sequence) may have to enter and exit in full view of stationary cars waiting at traffic lights.
55. Given the lower usage and problems with median strip locations, the City of Melbourne should not place future toilets at these locations.

### *Overall Usage*

56. Although some toilets were not well patronised, there were more than 2000 visits to the City of Melbourne's public toilets each day in August 2007.

### *Patterns in toilet location*

57. Public toilets within the municipality are mostly used in the afternoons - especially at lunchtimes and mid afternoon.
58. Public toilets in parks and gardens have been gradually moved away from central locations to the periphery. For example, toilets in the centre of Fitzroy Gardens were recently demolished and replaced with three cubicle, green cast iron replica toilets on the corner of Lansdowne Street and Wellington Parade and on Clarendon Street. The toilets still located in the centre of parks are usually attached to sporting pavilions or kiosks (eg. Fitzroy Gardens) with opening hours and usage tied to the activity of the building.
59. Public toilets in the CBD, where there is the most pedestrian activity, are located at varying intervals. There is no discernable pattern to locations within the mix of old and new toilets. If the CBD was divided into quadrants with Bourke Street and Elizabeth Street as the dividing lines, it would show the following:
- 59.1. *North/ West.* Two automated toilets located at Lonsdale Street;
  - 59.2. *South/ West.* One automated toilet, one female only and one male only toilet as well as the Queensbridge three cubicle toilet on the periphery;
  - 59.3. *North/ East.* Two urinals, one automated toilet and the GPO underground toilets that have an attendant;
  - 59.4. *South/ East.* The Melbourne Town Hall underground toilets, one automated toilet and one urinal.
60. Further north are two toilets near Victoria Market and a further toilet at Flagstaff Gardens. Some of the toilets are located near pubs. It is likely that urinals help reduce levels of public urination – particularly at night. Because they have a small footprint and have been placed near kerbs, their location does not provide an obstruction for pedestrians.
61. There may also be a need for more public toilets at Docklands – for example, at night when people leave boat-based functions dis-embarking at Waterfront City and New Quay. The need may be met by opening the existing toilets at night and improving the signage. This issue requires further review.

### *Difficulty with Finding Sites*

62. In recent years, Council has had difficulty finding sites for street based public toilets. In 1998, it developed the automated, oval shaped design to look more attractive and fit in better with the existing street furniture suite. This has not made it easier to find new sites. Commercial properties do not want a public toilet outside or near their building believing it to be undesirable and because the footprint of the toilet may interfere with the public view of their property. Council's choice of site can also be limited because underground services are not always available.

### *Assessing Need*

63. Surveys of public toilet users<sup>7</sup> reveal that:

- 63.1. most people consider toilets in KFC, Myer, David Jones etc. to be 'public toilets' and seek them out in preference to the City of Melbourne ones;
- 63.2. Most respondents referred to a lack of cleanliness and lack of availability as the main reasons for not using the City of Melbourne toilets;
- 63.3. 90% of people believe it to be important that the City of Melbourne provide public toilets;
- 63.4. 62% of people surveyed used City of Melbourne public toilets no more than 6 times per year;
- 63.5. people surveyed while exiting a toilet, were asked how they found out about the toilet and 83% said "I was passing by."<sup>8</sup>

64. The future need for public toilet provision in the CBD is complicated because:

- 64.1. although public toilet patronage figures are relatively low it appears that some of the toilets are not used because they are perceived as unsafe. If safer and cleaner toilets were provided they may be used more although people who have these concerns may still choose to use toilets in shops or restaurants;
- 64.2. some of the existing toilets don't operate 24 hours per day and therefore the gap between public toilet facilities is greater in the evening hours;
- 64.3. if older toilets are closed or replaced, capacity will most likely be reduced because new toilets are harder to locate and will mostly be smaller, single cubicle toilets.

65. The need for construction of new toilets in parks and gardens has been made more urgent because a number of parks toilets are located in pavillions that are being upgraded. As part of the upgrade, the toilets (sometimes obsolete) are being closed and the space used for other purposes (eg. Fawkner Park - south). This provides an opportunity to build a toilet on the periphery of the park.

### *Summary*

66. The City of Melbourne's public toilets on the street are used for convenience and mostly by men. Women are more likely to use the toilets that have attendants; otherwise they will use toilets in cafes and shopping stores. There is a perception that the toilets are not as clean as they could be – this is partly influenced by the problems with the underground toilets. The public believe that the Council should be in the business of providing public toilets.

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<sup>7</sup> Austraffic. Op. Cit.

<sup>8</sup> Ibid, p.5

## Opportunities

### *Establishing the Need for a Toilet*

67. The 'Asset Management' section discussed the need to close some public toilets and where necessary replace them. There is clearly some demand for public toilets but the level of demand is difficult to assess.
68. Council will provide new public toilets when:
- 68.1. a major new activity is established – eg. a playground or new park;
  - 68.2. there are capacity problems at an existing public toilet - when the demand for toilet use at any venue leads to queues on a regular basis;
  - 68.3. an existing toilet is closed and there is not another within the distance stipulated by guidelines (see below).
69. Public urination is a part of broader anti-social behaviour problems occurring in parts of the CBD at night. This includes people urinating in laneways and within residential properties. Urination in public areas does not necessarily indicate the need for more localised public toilets. In some cases, there could be a toilet within 50 metres of where public urination is taking place and it would make no difference. In other cases, well signed and located public toilets will help – especially at night in entertainment precincts.
70. There is enough demand to justify placing public toilets at regular intervals throughout the CBD and to ensure they are present in main activity centres. The closure of older street based toilets in the CBD and replacement with smaller toilets will gradually see less toilet cubicles available in the CBD. This strikes a balance between the need for toilets at regular intervals and the fact that current toilets attract relatively low use and are supplemented by toilets in retail stores and restaurants. Demand will need to be continually monitored.

### *Guidelines for the Distance between Public Toilets – Street Based*

71. There are no published standards for the maximum distance between public toilet facilities although 500 metres is becoming a standard<sup>9</sup> distance in areas of high pedestrian activity such as a city centre. This standard shall be adopted in the CBD, meaning that no person will walk more than 250 metres to find a public toilet. With each city block in the CBD 200 metres in length, this equates to slightly more than a two block gap between public toilets. In neighbourhood areas such as Carlton or North Melbourne, where there is a medium level of pedestrian activity, the gap between toilets will be doubled. This means that each of these neighbourhood areas will have at least one public toilet. These areas are – Lygon Street precinct, Domain Road, Errol Street/ Victoria Street precinct, Kensington, Docklands and the Queen Victoria Market precinct.

<sup>9</sup> LaTrobe City. Public Toilet Strategy. p.10 adopts 500 metres and notes that this is an "evolving standard".

### *Where to Locate Public Toilets*

72. Further work will be done to secure locations where public toilets are most likely to be used by a broad cross-section of the population. Achieving this will involve:
- 72.1. use of footpath locations in highly pedestrianised areas. More research will be done to find these locations. In some cases, this may involve installing a non-universal access toilet with a smaller, single cubicle footprint. If these smaller toilets are installed, signage must clearly indicate the nearest universal access toilet;
  - 72.2. construction of some new toilets within existing building infrastructure. On streets, these toilets would be similar to those at Melbourne Town Hall without the stairs that limit universal access. Construction of these toilets would be likely to be a partnership between the City of Melbourne and a commercial entity. These toilets could be included as part of new developments and will have particular applicability in Docklands where new community hubs are likely to be constructed through precinct development arrangements<sup>10</sup>.
  - 72.3. In parks and gardens, as original kiosks and other structures are demolished, the need for new public toilets should be assessed. The value of larger conveniences at some sites will be investigated. For example, places such as Fitzroy Gardens and the Shrine of Remembrance that are regularly accessed by tourist buses may be best served by larger facilities to meet increasing demand.

### *Construction of New Public Toilets – Future Plan*

73. Adopting the standard listed above, there is a need for new public toilets in the following street locations:
- 73.1. King Street near Flinders Street. The level of night activity justifies a toilet in this area as a priority. The nearest universal toilet is at Market and Collins Street. A three cubicle toilet will be placed at or near this location (the toilet may be able to be placed near the safe city taxi rank) to complement an existing toilet at Lonsdale/King Street.;
  - 73.2. Swanston near Lonsdale Street or La Trobe Street. Use of this site will complement existing toilets at Lonsdale and Exhibition and Lonsdale and Queen Streets.
  - 73.3. in Docklands at Waterfront City and New Quay. Projected population growth in Docklands will increase the need for new toilets. Some of the existing publicly available toilets only have limited opening hours. The City of Melbourne may be able to strike an arrangement with businesses to keep these opened longer at its own expense. This may be preferable to constructing new toilets in these areas. This requires further review.
74. A single toilet without universal access will also be placed in Queen Street between Flinders Street and Bourke Street to provide extra toilet facilities in this area for nightclub patrons.

<sup>10</sup> This already happens in Docklands. Aquitania Way, Central Pier and NAB Headquarters are examples of this.

75. There is an opportunity to close most underground public toilets. Over the next five years, Queen/ Collins Street, Faraday Street and Elizabeth/Victoria Street (Victoria Square) underground public toilets will be closed. The effect of the closure of these toilets will be:
- 75.1. Collins/ Queen. There is already a public toilet located 50 metres away at Market Street and Collins Street. Although this is a single toilet cubicle, it is considered that this toilet will meet daytime demand in this area. An extra toilet cubicle will be established in the area for use by people coming to the area at night;
  - 75.2. Faraday Street. A new single cubicle toilet will be constructed in the Faraday/ Lygon Street area once the existing underground toilet is closed. The existing public toilet stock in the area is boosted by the Elgin Street carpark toilets. There is also a public toilet and baby change room at Borders bookstore in Lygon Street and new toilets being established at Argyle Square and Lincoln Square;
  - 75.3. Elizabeth/ Victoria Street. Given its proximity to the Queen Victoria Market, a major activity centre, this toilet will be replaced by a new three cubicle toilet before the existing underground toilet is closed.
76. Where a toilet is being closed to be replaced by a newer toilet in the same or similar location, the original toilet will not closed until the new one is available. Signage to the next available toilet will need to be placed. Where construction is on the same site, temporary structures may need to be installed.

***Guidelines for the Distance between Public Toilets – Parks and Gardens***

77. Toilet usage in parks is usually tied to the activity of the park and there is usually no need for 24 hour access. A three cubicle toilet, including one universal access cubicle is usually necessary given the high level of activity at some times of the day. The standard shall be one public toilet (usually three cubicles) in each park and one at either end of larger parks such as Flagstaff Gardens. For safety reasons, toilets in the centre of parks will continue to be open during daylight hours only.
78. Using this standard, there is a need for new toilets at the following locations:
- 78.1. Royal Park. Toilets in Royal Park are connected to sporting facilities with very limited public use. New toilets are required at Park Street and The Avenue end of the park as well as in the native gardens;
  - 78.2. Yarra Park. Near the playground area. There are no public toilets in Yarra Park;
  - 78.3. Enterprize Park. Near new aquarium area;
  - 78.4. Princes Park. A further toilet required to supplement existing cast iron replica in a large and well utilised park;
  - 78.5. Fawkner Park. Toilets are needed at the northern and southern ends of the park. They will replace a brick toilet that is in poor condition;
  - 78.6. Domain Parklands. A new toilet is required opposite the Lady Janet Clarke Rotunda and also at the Shrine Reserve where the existing toilet is due to be demolished;
  - 78.7. Sturt and Kingsway Reserve. A new toilet is required to replace an original bluestone toilet;

- 78.8. Birrarung Marr. Even though there are public toilets in the ArtPlay building, these are only open for the limited sessional hours when ArtPlay is open.
79. Some of these works will be undertaken outside of the five year time period of this Public Toilet Plan.

## Actions

That the City of Melbourne ceases placing toilets on median strips.

That a review of possible new sites for on-street public toilets be undertaken.

That street based public toilets open until 6.30pm each week night in Spring and Summer months. Weekend hours to remain the same.

That all underground toilets with the exception of Melbourne Town Hall and Elizabeth Street/ Bourke Street toilets are progressively closed – subject to new toilets being constructed as appropriate. (see text above).

That before any toilet is closed an assessment is made of demand for new toilets and that when the new toilet is established usage surveys are taken to make sure it can meet demand.

That new toilets be located according to the schedule in this Public Toilet Plan.

That the City of Melbourne undertake a review of the future placement of public toilets in Docklands. Wherever possible, these should be integrated within existing building infrastructure.

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## ISSUES - TOILET DESIGN

### The Current Situation

#### *Effective Design*

80. In recent years, the City of Melbourne has adopted effective public toilet design by:
- 80.1. using a well presented toilet interior design;
  - 80.2. producing an external toilet shell which blends with the streetscape;
  - 80.3. locating new toilets in areas where there is strong natural surveillance - eg. at the edge of parkland and on busy street locations.
  - 80.4. incorporating provisions that enable ease of access for people with special needs.

#### *Current City of Melbourne Design*

81. The interior design of the automated street toilets has been used since 2002 and has also been used for toilets in parks and gardens as well as the traditional Brunswick Green cast iron replica toilet. The automated unit includes an electronic basin unit, automatic flushing, electronic toilet tissue dispenser, wash cycle, music and voice messages. It also includes a sharps disposal unit and baby change table. After ten minutes a warning sound is made and the door automatically opens. The footprint of the toilet is 2.2 metres by 4.5 metres.
82. The use of the Brunswick Green cast iron replica panels has been favoured in parks because the exterior is more in keeping with the Victorian heritage nature of many of the parks and is seen as blending with parks environs. Exterior doors are manually operated. The interior contains a manually operated stainless toilet cistern, hand basin and an electric dryer.
83. The strength of the automated toilet design is that no one can enter the toilet once it is closed and because it contains no vestibules – ie. look inside and you can tell if anyone is there. However design issues have emerged with the current automated unit that relate to its reliance on mechanisation.
84. The City of Melbourne sought customer feedback on automated public toilets and whilst some people were complementary about the fittings and the general design, others provided feedback about areas for improvement. These included that:
- 84.1. the lid is often wet and slippery;
  - 84.2. the hand dryer is slow and sometimes hard to operate. Instructions on how to operate it would be useful;
  - 84.3. they never give enough paper;

- 84.4. there is a fear of being locked in or that doors will open on you if you are in too long.<sup>11</sup>
85. With regard to public toilets accessed by people with special needs, feedback from Yooralla<sup>12</sup> and Traveller's Aid<sup>13</sup> revealed that:
- 85.1. people with carers want privacy in the automated, universal access toilets and therefore the carer has to go outside. This presents difficulties if the client gets in trouble and the carer can't open the door from the outside to help;
  - 85.2. the toilet in the automated model flushes too soon, not giving people with special needs enough time to use the space;
  - 85.3. a hand rail is needed in public toilets with special needs access to enable people to gain better access;
  - 85.4. the cubical door on manual entry toilets can be very heavy and hard to open.
86. The difficulty with automated doors pointed out in the consultation, is that if they are closed by someone, they cannot be accessed from the outside for a further 10 minutes – at which time they automatically open. This can have safety implications if someone gets into difficulties and cannot open the door. The City of Melbourne has received a number of complaints about this issue.

### *Design of Older Toilets*

87. Many of the older toilets, especially those located underground have:
- 87.1. an unwelcoming interior that has a lack of natural lighting;
  - 87.2. a lack of universal access due to stair entry;
  - 87.3. security issues. Eg. you cannot see what is happening in the common area of the toilet until you get to the base of the stairs.
88. Maintenance staff from parks and gardens also report that the cast iron replica toilets are rusting quickly. Their more spartan interior design also makes them less attractive.

## **Opportunities**

### *A New Design*

89. Effective public toilet design plays an important role in making a toilet safe and easily accessible. Public toilets will be designed to incorporate:
- 89.1. high visibility –a toilet should be easily seen;
  - 89.2. close proximity. Toilets should be located close to pedestrian paths and activities and other facilities/ areas where they are likely to be needed;
  - 89.3. high levels of natural light;

<sup>11</sup> Australian Crohn's & Colitis Association, interview, email August 2007.

<sup>12</sup> Yooralla Society, personal interview conducted August 2007

<sup>13</sup> Travellers Aid Society, personal interview conducted August 2007

- 89.4. landscaping to make the surrounding area attractive;
  - 89.5. sustainable building materials and finishes;
  - 89.6. sympathetic building design and cubicle configuration. This involves avoiding obscured entrances that create uncertainty for patrons when entering;
  - 89.7. robust levels of management, maintenance and security;
  - 89.8. directional signage and signage within the toilet that gives instructions on use (as required) in writing.
  - 89.9. universal access. At least one toilet in each block of toilets must comply with disability access standards and incorporate design features for people with special needs. For example, instructions for access and exit for people who are visually impaired.<sup>14</sup>
90. Any new toilet design must also be cost effective across the life of the asset.
91. The exterior and interior design of toilets on streets and in parks and gardens is very different. The design needs to be standardised. This would allow the City of Melbourne to:
- 91.1. obtain economies of scale through larger purchases;
  - 91.2. make it easier for toilet users to identify public toilets and for them to know what to expect when they enter a public toilet within the municipality;
  - 91.3. make sure the best features are available in toilets irrespective of the location.
92. The interior of a new design needs to be consistent with the guidelines listed above. Other features of the new design will involve:
- 92.1. use of new self cleaning technologies. For example, there are 'off the shelf' products that automatically wash toilet bowls. The use of automatic spray wash for toilet floors and the toilet seat will cease (ie. manual cleaning will be used instead);
  - 92.2. the option of a single pan or three pan toilets. The three pan toilet would have a larger footprint - 2.5 metres by 6 metres - and would have separate access to a special needs cubicle and two other toilet cubicles. It would provide more flexibility in busy locations than the single pan automated model;
  - 92.3. use of sustainable building materials wherever practical.
93. The difficulty with automated doors not able to be accessed from the outside for a further 10 minutes after they are closed– and the possible safety implications needs to be resolved. The preferred option is to retain an automatic door but allow the door to be manually opened or closed as well.
94. The toilet exterior for a single toilet cubicle will be the same as that used on the current automated model (ie. stainless steel) except in parks a metallic green finish will be used instead of the metallic grey finish. The advantages of this design are:

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<sup>14</sup> City of Brisbane. Public Toilet Design Guidelines. No date. p.3.

- 94.1. the automated exterior makes it not prone to rust or in need of painting like the cast iron replica toilets;
  - 94.2. its size and shape accommodate a cubicle that meet requirements for people with a disability (at a minimum).
95. A common toilet interior design will be developed that will be used into the future in all toilets used on the street and in parks and gardens and in any new toilets located within buildings and funded by the City of Melbourne.
96. A new design is also required for:
- 96.1. a three cubicle toilet. This toilet will particularly be used in parks. The exterior will be stainless steel and the interior fittings the same as those to be used in single cubicle toilets.
  - 96.2. a single toilet cubicle without special access for people with disabilities. This will resolve some of the problems in finding locations for new public toilets. Without the universal access fixtures, a public toilet is only 1.5m wide by 3.2 long. This would only be constructed where cubicles for people with special needs are close by.
97. The footprint of any new toilet design must take account of a possible new statutory requirement for universal access. Under AS1428 the footprint for access and mobility is 1.9 metres by 2.3 metres and this minimum size for design is still under consideration.

### *Signage*

98. There is a lack of consistency in external signage between public toilets located in parks and gardens and in street toilets. This will be corrected. The universal signage of a man, woman and person in a wheelchair is favoured both for use on external toilet doors, above toilet blocks and for directional signage on lamp posts. Signage at public toilets will always refer to the nearest available toilet (including nearest universal access toilet). Signage must also indicate a telephone number to call if there is a problem with cleanliness. There are also opportunities to place signage on cubicles doors with health messages (ie. concerning sexual transmitted diseases, phone lines for help with problems). This requires further investigation.

### **Actions**

**The City of Melbourne will:**

- o develop a new interior toilet design that is common to both street toilets and those located on the periphery of parks and gardens. The new design will be consistent with the guidelines listed at the start of the 'toilet design' section and will be adapted so as it is suitable for use with one and three cubicle toilets;
- o adopt the policy of using a stainless steel exterior shell for all public toilets to be provided by the municipality but not yet commissioned. For single cubicle toilets this will be existing oval shaped toilet design.
- o develop a new stainless steel exterior design for a three cubicle toilet and a single toilet without disability access fixtures to supplement existing toilet facilities in high volume areas.

An audit of public toilet exterior signage will be undertaken and signage consistent with international standards progressively introduced on toilets. This will include information on each toilet that details where the closest toilet can be found.

Review the feasibility of the design of a larger convenience block at parks and gardens frequented regularly by tourists.

Explore further opportunities for cubicle door health messages and put them in place if suitable health messages can be found.

Before the proposed new design is finalised, hold further discussions with special interest groups such as Yooralla, Travellers Aid, the Australian Crohn's & Colitis Association and Council on the Ageing to ensure toilet design meets the needs of all community members.

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## ISSUES - ENVIRONMENTAL SUSTAINABILITY

### The Current Situation

#### *Water Usage*

99. Water leaks in public toilets within the municipality are a 'priority one' response and are dealt with by contractors within 24 hours. There are no records kept of water usage of individual toilets however some of the toilets, particularly the underground ones, are prone to water leakage. The automated toilets use a lot of water in the self-cleaning process which is supplemented by a daily clean involving further use of water.
100. The City of Melbourne has finished trialling a 'waterless urinal' in Alexandra Gardens toilets. The trial has been successful with no mechanical problems or odour. A similar trial at the Melbourne Town Hall toilets using slightly different technology has been less successful. In part this is because there is a lack of natural ventilation at the Melbourne Town Hall underground toilets. At Council House Two, a building that houses City of Melbourne staff, the urinals have been connected to the external sewer. The design of a waterless urinal involves placing a cartridge at the base of the urinal which allows urine to pass through it to a drain pipe but captures uric acid and seals it in preventing odours from escaping from the drain. The cartridge is changed up to four times a year. The makers of the waterless urinal also claim that over time the product reduces build-up and residue in sewerage pipes.
101. None of the public toilets have dual flush mechanisms or have flow regulators installed on taps. Flow regulators take the place of regular tap washers. They allow water to flow at predetermined rates which allow a flow of 9 litres a minute or less. The automated toilets use extra water because of the self cleaning mechanism.
102. Other than the Queen Victoria Market, no public toilets within the City of Melbourne use grey water or have rainwater tanks installed to flush toilets.

#### *Energy Usage*

103. Many of the City of Melbourne's public toilets are open 24 hours a day and require lighting. The need for lighting in the day is reduced by use of skylights and other design features such as wide entrances to toilet blocks. There are still many toilets that require artificial lighting. Underground toilets are lit constantly although all of these are closed in the evening.
104. No public toilets within the City of Melbourne use solar powered lighting or sensor lights for interior use. Solar photovoltaic panels can be installed on the roof which can provide power and export excess electricity to the grid so the technology is available.<sup>15</sup>

<sup>15</sup> Statement from WC Convenience Management, web site.

### *Use of Sustainable Materials*

105. New toilets within the City of Melbourne are constructed using fibreglass and metals or iron with stainless steel fixtures (cast iron replica). The automated toilets are constructed in New Zealand and shipped to Australia as a pre-fabricated unit.
106. No preference has been given for materials that are recycled, recyclable and renewable nor is any consideration given to the reuse of materials when toilets are demolition or refurbished.
107. Toilet paper used within City of Melbourne public toilets is not made from recyclable materials. For street based toilets, the paper is supplied through an arrangement with the contractor. A similar arrangement exists concerning toilets in parks and gardens. Electric hand dryers are used in preference to paper towelling.

### **Opportunities**

108. There are opportunities to make City of Melbourne public toilets more environmentally sustainable. Many environmental initiatives pay for themselves over a number of years of installation. Any new measures introduced will take account of this calculation but must also be cost effective.
109. The run-off from the roof of public toilets is unlikely to be substantial enough to warrant setting up a system that allows the water to be used for toilet flushing. A further option involves going into the sewer to plug a line back into our toilets, cleaning the water and then flushing our toilets with it. Photovoltaic panels are expensive to install on toilet roofs. As the quality of solar panels improves, internal lighting in toilets could be powered in this way. As discussed earlier, effective public toilet design can reduce the need for interior lighting. Water and energy saving initiatives require further investigation.
110. As the technology behind the waterless urinal or similar technology improves it will be progressively introduced into male public toilets within the municipality.
111. Further investigation is required to see if water saving initiatives such as dual flush systems can be retrofitted into existing toilets. All new toilets will contain dual flush mechanisms and consideration will be given to the recycled use and value of parts before purchase. Three ply toilet paper is now available that is made from 100% post-consumer wastepaper. This will be introduced into all public toilets as soon as possible.
112. A separate investigation into further environmental measures for public toilets will be undertaken. Every effort will be made to improve the level of environmental sustainability of new public toilets in the planning phase.

### **Actions**

The City of Melbourne will:

- introduce 100% post consumer waste paper into all its public toilets;
- investigate the viability of further environmental measures for new and existing public toilets;
- gradually introduce viable 'water saving' urinal technology (or similar technology) to male public toilets on a progressive basis over the life of this Plan.

### A FIVE YEAR IMPLEMENTATION PLAN - YEAR ONE – 2008/2009

Strategies	Actions
<p><b>Implement the City of Melbourne Public Toilet Plan.</b></p> <p>(Subject to budget approval)</p>	<p>1. That a protocol be developed setting out an operational procedure to be followed before opening or closing a public toilet. This will include a list of people to be contacted and a statement of their role.</p>
	<p>2. That before any toilet is closed an assessment is made of demand for new toilets and that when the new toilet is established usage surveys are taken to make sure it can meet demand.</p>
	<p>3. The City of Melbourne will:</p> <ul style="list-style-type: none"> <li>• develop a new interior toilet design that is common to both street toilets and those in parks and gardens. It will incorporate cost effective environmental sustainable measures. Engagement with interest groups will be included in the design process.</li> <li>• adopt the policy of using a stainless steel exterior shell for all public toilets to be provided by the municipality but not yet commissioned – this will be metallic grey for street based toilets and metallic green for toilets in parks and gardens;</li> <li>• develop a design for a three cubicle stainless steel public toilet and a single toilet without disability access fixtures to supplement existing toilet facilities in high volume areas.</li> </ul>
	<p>4. Install new public toilets at:</p> <ul style="list-style-type: none"> <li>- Fawkner Park – southern area, three cubicle;</li> <li>- King Street/ Flinders Street (or in the vicinity). This is likely to be a three cubicle toilet depending upon site availability.</li> </ul>

**A FIVE YEAR IMPLEMENTATION PLAN - YEAR ONE – 2008/2009 (CONT)**

<p><b>Implement the City of Melbourne Public Toilet Plan.</b></p> <p><b>(Subject to budget approval)</b></p>	<p>5. Before the proposed new design is finalised, discussions will be held with special interest groups such as Yooralla, Travellers Aid, the Australian Crohn's &amp; Colitis Association and Council on the Ageing to ensure toilet design meets the needs of all community members.</p>
	<p>6. That the City of Melbourne ceases placing toilets on median strips in the CBD and other areas where there is high levels of traffic.</p>
	<p>7. Close the Collins Street/ Queen Street underground public toilet leaving below ground and above ground fixtures in place.</p>

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## A FIVE YEAR IMPLEMENTATION PLAN - YEAR TWO 2009/2010

Strategies	Actions
<p><b>Implement the City of Melbourne Public Toilet Plan.</b></p> <p>(Subject to budget approval)</p>	<p>1. Install new public toilets at:</p> <ul style="list-style-type: none"> <li>- Domain Parklands – opposite L. Janet Clarke rotunda – single cubicle;</li> <li>- Yarra Park – near playground area – three cubicle;</li> <li>- Swanston near Lonsdale Street or La Trobe Street – single cubicle;</li> <li>- Birrarung Marr (near ArtPlay)</li> <li>- Fawkner Park – northern area – three cubicle.</li> </ul>
	<p>2. Undertaken an audit of public toilet exterior signage and progressively install signage consistent with international standards. This will include information on each toilet that details where the closest toilet can be found.</p>
	<p>3. Investigate the viability of further environmental measures for public toilets both for retrofitting and use of existing public toilets and develop a list of improvements.</p>
	<p>4. Further review environmentally sustainable measures (including waterless urinals or similar technology).</p>
	<p>5. Discuss the current cleaning regime with toilet maintenance and cleaning contractors and alter this where necessary so as it operates at an optimum level. This may involve scheduling extra cleaning at toilets that are prone to blockage or litter.</p>
	<p>6. Undertake usage surveys for single cubicle toilets installed in the current financial year.</p>
	<p>7. Review toilet provision in Docklands. Wherever possible, these should be integrated within existing building infrastructure.</p>

## A FIVE YEAR IMPLEMENTATION PLAN – YEAR THREE – 2010/2011

Strategies	Actions
Implement the City of Melbourne Public Toilet Plan.  (Subject to budget approval)	1. Close the Faraday Street underground toilets.
	2. Demolish the existing toilet at the Shrine Reserve.
	3. Install new public toilets at: <ul style="list-style-type: none"> <li>- Royal Park, native gardens – three cubicle;</li> <li>- Domain Parklands – Shrine Reserve– three cubicle;</li> <li>- Enterprize Park – near new aquarium area – three cubicle;</li> <li>- in the vicinity of Faraday Street underground toilet;</li> <li>- Queen Street, between Flinders Street and Bourke Street (single pod without disability fixtures)</li> </ul>
	4. Implement designated environmental improvements to existing toilets
	5. Change the operating hours of the street based public toilets so as they open until 6.30pm each week night in Spring and Summer months. Weekend hours to remain the same.
	6. Assess the standard of fixtures and surfaces at the Elizabeth/ Bourke Street public toilets with a view to scheduling a further upgrade.
	7. Introduce 100% post-consumer waste paper into all its public toilets.
	8. Undertake research to find potential new toilet sites in the CBD and at Docklands.

## A FIVE YEAR IMPLEMENTATION PLAN – YEAR FOUR – 2011/2012

Strategies	Actions
Implement the City of Melbourne Public Toilet Plan.  (Subject to budget approval)	1. Demolish existing toilet at Sturt and Kingsway Reserve
	2. Install new public toilets at: <ul style="list-style-type: none"> <li>- Sturt and Kingsway Reserve – three cubicle;</li> <li>- Princes Park – Cemetery Road West – three cubicle;</li> <li>- Royal Park at Park Street – single cubicle.</li> </ul>
	3. Continue to implement designated environmental improvements to existing toilets.
	4. Develop a design for a smaller toilet that does not meet access requirements for people with a disability. This will supplement existing universal access toilet facilities in high volume areas.

### A FIVE YEAR IMPLEMENTATION PLAN – YEAR FIVE – 2012/13

Strategies	Actions
Implement the City of Melbourne Public Toilet Plan.  (Subject to budget approval)	1. Close the Elizabeth Street/ Victoria Street underground toilets.
	2. Install new public toilets at: <ul style="list-style-type: none"> <li>- the immediate vicinity of the Elizabeth/ Victoria Street underground toilet – three cubicle;</li> <li>- Royal Park – The Avenue – single cubicle;</li> <li>- Alexandra Gardens – three cubicle – replacing existing toilet block</li> </ul>
	3. Close existing toilet block in Alexandra Gardens
	4. Explore opportunities for health messages to be displayed on cubicle doors.
	5. Continue to implement designated environmental improvements to existing toilets.
	6. Review the Public Toilet Plan and prepare toilet replacement and location plan for the next five years.

## APPENDIX ONE – A LIST OF PUBLIC TOILET LOCATIONS

	LOCATION	ADDRESS	OPENING HOURS	TYPE	NOTES
1	CARLTON	<b>Carlton Gardens, South</b> Rathdowne Street & Victoria Street, Carlton	7 days 7am – 6pm	Cast iron replica	Reg. 1 Parks & Rec.
2	CARLTON	<b>Carlton Gardens, North</b> Rathdowne Street, Carlton (north of Museum)	7 days 7am – 6pm	Cast iron replica	Reg. 2 Parks & Rec.
3	CARLTON	<b>Lincoln Square</b> Bouverie Street, Carlton	7 days 24 hours	Cement block.	Reg. 2 Parks & Rec.
4	CARLTON	<b>Princes Park</b> Princes Park Drive, Parkville (Playground & Tennis)	7 days 24 hours	Cast iron replica	Reg. 2 Parks & Rec.
5	CARLTON	<b>Princes Park</b> Royal Parade, Parkville (pond end near Park St)	7 days 24 hours	Cast iron replica	Reg. 2 Parks & Rec.
6	CARLTON	Faraday Street Carlton	7 days 7am – 5pm	Underground	Building Man.
7	CARLTON	Princes Street & Canning Street, Carlton	7 days 24 hours	Kerbside Urinal	Building Man.
8	CARLTON	Swanston Street & Queensberry Street, Carlton	7 days 24 hours	Kerbside Urinal	Building Man.
9	CBD	<b>AMP Building</b> Church Street & St.James Lane, Melbourne	7am - 5pm Mon. - Fri. Not open week-ends	Built into AMP Building	Female only Building Man.
10	CBD	<b>General Post Office (GPO)</b> Elizabeth & Bourke Street, Melbourne	7.30am - 6.00pm Mon. - Fri. 8.30am - 5.00pm Sat. & Sun.	Underground	Building Man.
11	CBD (NEW)	Elizabeth Street & Franklin Street, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
12	CBD	Exhibition & Lonsdale Streets, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
13	CBD	Exhibition Street & Collins Street, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
14	CBD	Exhibition Street & Flinders Street, Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.
15	CBD	King Street & Lonsdale Street, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
16	CBD	Latrobe Street & Russell Street, Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.
17	CBD	Lonsdale Street & Exhibition Street, Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.

18	<b>CBD (NEW)</b>	Lonsdale Street and Queen Street, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
19	<b>CBD</b>	Market Street & Collins Street, Melbourne	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
20	<b>CBD</b>	Queen Street & Collins Street, Melbourne	7am - 5pm Mon. - Sat. Not open Sundays	Underground	Male only Building Man.
21	<b>CBD</b>	Swanston Street & Victoria Street, Melbourne	7 days 7am – 5pm	Brick.	Women only Building Man.
22	<b>CBD</b>	<b>Town Hall</b> Collins Street & Swanston Street, Melbourne	7 days 24 hours	Underground	Includes Baby Feeding Room Building Man.
23	<b>CBD</b>	<b>Victoria Square</b> Elizabeth & Victoria Streets, Melbourne	7 days 7am – 5pm	Underground	Building Man.
24	<b>CENTRAL MELBOURNE</b>	<b>Alexandra Gardens</b> Boathouse Drive, Melbourne	7 days 24 hours	Cement block	Reg. 1 Parks & Rec.
25	<b>CENTRAL MELBOURNE</b>	<b>Batman Park</b> Between Spencer & King Street	7 days 24 hours	Automated	Reg. 1 Parks & Rec.
26	<b>CENTRAL MELBOURNE</b>	<b>Birrarung Marr (ArtPlay)</b> East end of ArtPlay building	7 days 24 hours	Built into ArtPlay building	Reg. 1 Parks & Rec.
27	<b>CENTRAL MELBOURNE</b>	<b>Birrarung Marr</b> Batman Avenue, Melbourne (Speakers Corner, River end of footbridge)	7 days 24 hours	Cast iron replica	Reg. 1 Parks & Rec.
28	<b>CENTRAL MELBOURNE</b>	<b>Carpentaria Place</b> Gordon Reserve Macarthur & Spring St	7 days 7am – 5pm	Underground	Women Only Park area Parks & Rec.
29	<b>CENTRAL MELBOURNE</b>	<b>Gosch's Paddock</b> Yarra Park Punt Road Exit, Melbourne	7 days 24 hours	Cast iron replica	Reg. 1 Parks & Rec.
30	<b>CENTRAL MELBOURNE</b>	<b>Kings Domain - Sidney Myer Music Bowl</b> Alexandra Avenue, Melbourne	7 days 24 hours	Cement block.	Reg. 1 Parks & Rec.
31	<b>CENTRAL MELBOURNE</b>	<b>Kings Domain</b> Government House Drive, Melbourne	7 days 24 hours	Brick	Part of depot. Reg. 1 Parks & Rec.
32	<b>CENTRAL MELBOURNE</b>	<b>Kings Domain - Shrine of Remembrance</b> Birdwood Avenue, Melbourne	7 days 7am - 5pm	Concrete.	Reg. 1 Parks & Rec.
33	<b>CENTRAL MELBOURNE</b>	<b>Kings Domain</b> Kings Domain, Melbourne	7 days 24 hours	Cast iron replica	Reg. 1 Parks & Rec.
34	<b>CENTRAL MELBOURNE</b>	Queensbridge Street & Flinders Street, Melbourne	7 days 24 hours	Cast iron replica	Disabled access. Building Man.
35	<b>DOCKLANDS</b>	<b>Docklands Park</b> Collins Street, Docklands	8am-9pm	Concrete	VicUrban (Parks & Rec)
36	<b>DOCKLANDS</b>	<b>Point Park</b> Lorimer Street, Docklands	24 hours	Automated	VicUrban (Parks & Rec)

37	<b>EAST MELBOURNE</b>	Albert Street & Nicholson Street, East Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.
38	<b>EAST MELBOURNE</b>	<b>Fitzroy Gardens</b> Lansdowne St, East Melbourne (near Wellington Pde)	7 days 7am – 6pm	Cast iron replica	Disabled area locked 6pm nightly. Reg. 1 Parks & Rec.
39	<b>EAST MELBOURNE</b>	<b>Fitzroy Gardens</b> Clarendon Street, East Melbourne (near Albert St)	7 days 7am - 6pm	Cast iron replica	Disabled area locked 6pm nightly. Parks & Rec.
40	<b>EAST MELBOURNE</b>	<b>Powlett Reserve</b> Albert Street, East Melbourne	7 days 24 hours	Cast iron replica	Reg. 1 Parks & Rec.
41	<b>EAST MELBOURNE</b>	<b>Treasury Gardens</b> Lansdowne Street, East Melbourne	7 days 7am – 6pm	Brick	Reg. 1 Parks & Rec.
42	<b>KENSINGTON</b>	<b>JJ Holland Park</b> Skate park Kensington Road, Kensington (near Childers Street)	7 days 7am – 6pm	Automated	Reg. 2 Parks & Rec.
43	<b>KENSINGTON</b>	<b>JJ Holland Park</b> Playground Altona Road, Kensington	7 days 7am – 6pm	Cast iron replica	Reg. 2 Parks & Rec.
44	<b>NORTH MELBOURNE</b>	<b>Town Hall</b> Queensberry Street, North Melbourne	9am - 5pm Mon. - Fri. Not open week-ends.	Built into Town Hall Building	Disabled Access Building Man.
45	<b>NORTH MELBOURNE</b>	Queensberry Street & Errol Street, North Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.
46	<b>NORTH MELBOURNE</b>	Queensberry Street & Elizabeth Street, North Melbourne	7 days 24 hours	Kerbside Urinal	Building Man.
47	<b>PARKVILLE</b>	<b>Ievers Reserve</b> Flemington Road, Parkville	7 days 7am – 6pm	Cast iron replica	Reg. 2 Parks & Rec.
48	<b>PARKVILLE</b>	<b>Royal Park</b> Trin Warren Tam-boore (Wet land) near Oak St. car park.	7 days 7am – 6pm	Cast iron replica	Reg. 2 Parks & Rec.
49	<b>PARKVILLE</b>	<b>Royal Park South</b> Elliott Avenue, Parkville (Flemington Rd)	7 days 7am – 6pm	Cast iron replica	Reg. 3 Parks & Rec.
50	<b>SOUTHBANK</b>	<b>Sturt St Reserve</b> Kings Way & Sturt Street, Southbank	7 days 24 hours	Brick - Bluestone	Reg. 1 Parks & Rec.
51	<b>SOUTHBANK</b>	Southbank Promenade (near Footbridge)	7 days 24 hours	Automated	Unisex Disabled Toilet Building Man.
52	<b>SOUTH YARRA</b>	<b>Fawkner Park</b> Southern Pavilion St Kilda Road, South Yarra	7 days 24 hours	Brick	Reg. 1 Parks & Rec.
53	<b>SOUTH YARRA</b>	<b>Fawkner Park</b> Northern Pavilion 1&2 St Kilda Road, South Yarra	7 days 24 hours	Brick	Male & Female Reg. 1 Parks & Rec.
54	<b>WEST MELBOURNE</b>	<b>Flagstaff Gardens</b> Peel Street & Dudley Street, Melbourne	7 days 7am - 5pm	Cast iron replica	Reg. 1 Parks & Rec.

## Consultation – Public Toilet Plan 2008-2013: Comment Summary and Response

Name	Comments Précis	Response	Recommended Change
1. <b>Nightclub and Bar Association</b>	Need more toilets available at night to service patrons of entertainment precincts.	Agree.	Plan recommends the placement of further new toilets in King and Queen Sts.
	Need an associated public awareness campaign supported by street signage that alerts people to where public toilets are.	Agree. Plan include reference to the need for improved street signage.	No change.
	Strategically locate toilets with safe city taxi ranks and other transport hubs.	Agree. Good idea and will attempt to locate toilets near to safe city taxi ranks.	Noted in Plan.
2. <b>Residents 3000</b>	More public toilets are needed to meet the evening amenity requirements of the CBD – especially if the CoM is proposing to close some public toilets. The standard for gaps between public toilet facilities may not be adequate after hours if the distance is extended by toilet closures.	Agree.	Comments about amenity issues late at night in the CBD have been strengthened. Additional new toilet near night clubs in Queen Street added.
3. <b>National Trust (Victoria).</b>	If historic underground toilets are to be closed, existing fixtures both above and below ground must remain intact.	Agree, already noted in Plan.	No change.
	The Plan should be amended to include regular maintenance of the above ground structures.	Agree.	Change made to plan to include this reference.
	The City of Melbourne should propose an amendment to provide Heritage Overlay protection to those underground toilets and urinals that have not been added to the Victorian Heritage Register.	A number of toilets already classified. It is unclear if the classification needs to be further widened. Further discussion with the National Trust required.	No change.
4. <b>Youth Disability Advocacy Service</b>	Give consideration to the need for hoists and adult change tables for people with disabilities as part of the new toilet design.	Noted – report does not specifically refer to this issue but commits CoM to engaging with the representative groups of people with special needs.	No change.

## Consultation – Public Toilet Plan 2008-2013: Comment Summary and Response

Name	Comments Précis	Response	Recommended Change
<b>5. Blind Citizens Australia</b>	Various comments raised concerning the need for improved placement of signage, manual door opening for new toilets and the need for an independent advice on disability matters for new toilets.	Agree. Process for design of new toilets need to be done in collaboration with other stakeholders.	Section on signage in and around public toilets strengthened.
	Do not support the introduction of ultraviolet lights into public toilets. They impact negatively on people with vision impairment.	Noted – no plans to use these lights in CoM public toilets.	No change.
<b>6. Australian Crohn's &amp; Colitis Assoc.</b>	<p>A number of comments were made. These included:</p> <ul style="list-style-type: none"> <li>- a minimum of three toilet (pans) required. If one isn't working then you have one for quick use the other if a person needs to take longer. The disabled toilet should be separate.</li> <li>-toilets must be cleaned at least once a day but twice in high use areas. If baby changing facility more times.</li> <li>- excellent signs (large if possible) including telephone number to report if toilet needs maintenance/cleaning or other issue/s.</li> <li>-music for privacy should be included.</li> <li>- toilet access should be for as long as possible not only in office/or shopping hours.</li> <li>- no electric toilets should be installed- they never give enough paper, always dirty, lead to a fear of being locked in or that doors will open on you if you are in too long.</li> </ul>	<p>Agree. The Plan recommends that a new 3-pan toilet be designed for high use areas.</p> <p>Agree. The Plan notes concerns with the current cleaning regime and recommends review.</p> <p>Agree. The need for improved signage is noted in the plan.</p> <p>Agree. Comments on automatic toilets have been reported in the Plan.</p> <p>Music is installed as part of automated toilets.</p>	<p>A specific reference to the need for a phone number to report lack of cleanliness has been added to the Plan.</p>

## Consultation – Public Toilet Plan 2008-2013: Comment Summary and Response

Name	Comments Précis	Response	Recommended Change
<b>7. Yooralla</b>	Specific issues raised about accessibility and cleanliness of automated toilets.	Agree.	Issues relating to accessibility and cleanliness have been incorporated in the Plan.
	Security card access for disabled public toilets is needed to limit inappropriate access into toilets.	Security card access not feasible.	No change.
	Public toilets are not easy to find.	Agree.	Section on signage in and around public toilets strengthened.
	Various comments made about the need to improve disability access in toilets. Comment noted that standards for disabled toilets don't necessarily cater to all people with disabilities, particularly in Australia where people are bigger and equipment is bigger to meet client needs.	Agree.	No change. These issues covered in Plan in response to initial Yooralla comments on the draft. Yooralla will be contacted to ask for their assistance with new toilet design.
<b>8. Travellers Aid</b>	Various comments made about the need to improve disability access in toilets.	Comments noted.	No change. These issues covered in Plan in response to initial Travellers Aid comments on the draft. Travellers Aid will be contacted to assist with new toilet design.
	There are issues with some toilets being used inappropriately (sexual activity) which discourages clients from using public toilets, particularly in areas they have hear this activity goes on.	Noted. This issue addressed in the Plan for Collins/Queen Street. Other toilets need to be monitored.	No Change.

## Consultation – Public Toilet Plan 2008-2013: Comment Summary and Response

Name	Comments Précis	Response	Recommended Change
<b>9. Disability Access Committee.</b>	Extend public toilet operating hours during day light savings (or make toilets accessible 24 hrs a day).	Agree. Issue covered in original draft - it proposes extended hours in summer months.	No change.
	Include a step (plastic stool) in the toilet for child access (like a fold out step at the base of the toilet).	Noted. May be difficult to achieve in design but will be examined as part of design process.	No change.
	Promote the EMLAC key system for disability access after hours.	Noted. Toilets with disability access already open after hours so key system should not be necessary.	No change.
	Use the services of an accredited Access Consultant to look over proposed toilet designs before fabrication commences. (maybe include them in the consultation / development process)	Noted. Accredited Access Consultant to be used to help guide design of new toilet.	No change.
	The amount of water in automated toilets attracts bacteria and germs. Develop a design that uses less water and prevents wet areas from appearing during the automated cleaning cycle.	Noted. This issue will be examined as part of the design process.	This issue now noted in the Plan within the 'Sustainability' section.
	Include handrails and tactile and visual aids to improve accessibility for visually impaired and others.	Noted. This issue will be referred to the design process.	No change.

**FINANCE ATTACHMENT**

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**CITY OF MELBOURNE PUBLIC TOILET PLAN 2008-2013**

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Funding for the Public Toilet Plan 2008-2013 implementations will be considered as part of the 2008/09 Annual Plan and Budget process and the 4 year Council Plan update.

**Joe Groher**  
Manager Financial Services

**LEGAL ATTACHMENT**

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**CITY OF MELBOURNE PUBLIC TOILET PLAN 2008-2013**

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No direct legal issues arise from the management recommendation.

**Kim Wood**  
Manager Legal Services