

Wyndham Public Toilet Strategy & Implementation Framework



Introduction

As Wyndham continues to grow, planning for a distribution of public toilets to ensure residents have equitable access to safe and clean toilets will ensure Wyndham remains a liveable and accessible city.

The current distribution of toilets across Wyndham is not equitable, largely due to a lack of clear guidance on where and when public toilets should be provided to service open spaces. This has resulted in gaps in the provision of public toilets.

Council receives approximately 12 requests for new public toilets annually, particularly across the district passive open space network. These district level spaces are planned for longer stays with higher levels of play, BBQ facilities and parking.

The lack of public toilets limits the Community's use of these spaces. To achieve the vision set out in Plan Melbourne for liveable neighbourhoods, facilities such as Public Toilets must be delivered locally.



Context

What is a public toilet?

Introduced in the late nineteenth century as a response to public health concerns and to make cities more sanitary, early public toilets predominantly catered to the needs of men in city centres¹. Melbourne's first was installed in 1859, and eight of the original cast iron models still stand in the CBD².

Public toilets today cater to all people: residents, workers, visitors, and those experiencing homelessness. There are now over 17,000 toilets listed on Australia's National Public Toilet Map. They are an essential piece of community infrastructure which contribute to the enjoyment and amenity of a place.

For the purposes of this Strategy, a public toilet is defined as:

A facility which contains one or more rooms/ cubicles which is available for use by the public. The facility may be partly or entirely automated, and may be stand alone or located within another community facility (co-located).

Wyndham City Council is the principal provider of public toilets in the municipality. Privately owned businesses operate and provide some toilet facilities for use by the public in a variety of locations, such as at restaurants and in shopping centres. Although these facilities are often available for general public use, they are usually provided to service the needs of staff and paying customers. There are also other government agencies which provide and manage toilets on public lands, including Parks Victoria and the Department of Transport and Planning (DTP).

Why plan for public toilets?

The provision and governance of public toilets can be complex. While there is no statutory or legislative requirement for Councils to provide toilet facilities outside included in some buildings, Council is committed to fulfilling its social and corporate responsibility in supporting health, wellbeing and community vitality in public spaces – and this requires adequate access to necessary amenities such as toilets.

They can support increased use of open space, and increased participation in local social, economic, and recreational activities. Without a strategic approach, their provision and maintenance is undertaken in an ad-hoc fashion that may fail to align with community needs and best interests. There are opportunities to improve the process of planning for new facilities, the standard of existing toilets, and the efficiency of the public toilet network across Wyndham. The Strategy provides the framework for these improvements as well as a prioritised list of works for implementation.

¹ Baldwin, P (2014), Public Privacy: Restrooms in American Cities, 1869-1932.

² Heritage Victoria (2021), 'Flush' with history: catering to No 1's and No 2's since 1859' accessed: <https://www.heritage.vic.gov.au/about-us/news/news-stories/flush-with-history>

Public Toilets in Wyndham

Existing Network Snapshot

There are currently 45 Council-owned and managed public toilets in the City of Wyndham with an additional 3 facilities being constructed at the time of writing this Strategy. These are listed in Tables 1 and 2, and illustrated in Figure 1. The facilities are mostly concentrated in the central and eastern parts of the City where more established urban areas are located, particularly in Activity Centres surrounding railway stations, parks and reserves, and sports facilities.

Toilets are either stand alone (a freestanding building) or co-located in a building with other community facilities. Most public toilet facilities in Wyndham are stand alone and located within parks and reserves. Co-located toilets are further differentiated between being embedded in a community centre or other Council-owned buildings, or attached to a sports pavilion.

Co-located public toilets are often locked by sporting clubs due to cleanliness issues, restricting access to facilities in active reserves. This results in a limited availability of toilets in a number of District level or above reserves throughout the municipality. The lack of toilets servicing these reserves affects usability and enjoyment of the open spaces.

For the purpose of this Strategy, in the case of co-located public toilets, only external facilities contained within the building's footprint which are publicly accessible were considered as part of the existing public toilet network.

The most common opening hours for toilets is 24/7 or dawn till dusk.

For Council-managed toilets, maintenance and cleaning are typically undertaken by Council, however some toilets are cleaned by independent contractors. According to building audits undertaken in 2021, most are in 'Good' condition.

Table 1 Council-owned public toilets in the City of Wyndham

Ref	Toilet Name	Building type
1	Aqua Pulse	Embedded in Community Centre/Council Building
2	Arndell Park Reserve Community Centre and Sports Pavilion	Attached to pavilion
3	Baden Powell Drive	Stand alone
4	Barrabool Boulevard	Stand alone
5	Boardwalk Boulevard Skate Park Toilets (Exeloo)	Stand alone
6	Cambridge Reserve Tennis	Attached to pavilion
7	Chirnside Park / Chirnside Park East Toilet Block	Stand alone
8	Clearwood Drive	Attached to pavilion
9	Comden Drive Public Toilet / Bridge street Toilet Block (Exeloo)	Stand alone
10	Crocodile Park / Bayvista Circuit Park Toilet Block	Stand alone
11	Diggers Road Toilet Block	Stand alone
12	Featherbrook Sports Pavilion	Attached to pavilion
13	Fraser Street Toilet Block	Stand alone
14	Freshbrook Avenue, Truganina	Stand alone
15	Galvin Park Soccer	Attached to pavilion
16	Galvin Park Toilet Block	Stand alone

Ref	Toilet Name	Building type
17	Goddard Street Reserve Pavilion	Attached to pavilion
18	Gramercy Boulevard Toilet Block	Stand alone
19	Grange Reserve Soccer Pavilion	Attached to pavilion
20	Hoppers Crossing Station (Exeloo)	Embedded in Community Centre/Council Building
21	Hummingbird Boulevard	Attached to pavilion
22	Iramoo Community Centre / Wyndham Vale Reserve (Exeloo)	Embedded in Community Centre/Council Building
23	Journey Drive / Navigation Road Public Toilet Block	Stand alone
24	Kelly Park Toilet Block	Stand alone
25	Lawrie Emmins *	Stand alone
26	Little River Reserve Toilet Block	Stand alone
27	Little River Skate Park / Possy Newland Reserve Toilet Block	Stand alone
28	Mainview Boulevard Reserve Pavilion and Community Space	Attached to pavilion
29	Millbrook Drive, Wyndham Vale	Stand alone
30	Moondara Street	Stand alone
31	Mossfiel Reserve Cricket and Rugby Pavilion	Attached to pavilion
32	Perennial Drive / Forsyth Road Park Toilet Block	Stand alone
33	Presidents Park Toilet Block	Stand alone
34	Riverwalk Reserve / Bloom Street Park Toilet Block	Stand alone
35	Saltwater Reserve AFL/Cricket Pavilion	Attached to pavilion
36	Soldiers Reserve Toilet Block	Stand alone
37	Talliver Terrace Park Toilet Block	Stand alone
38	Upper Point Cook / Webster Street Reserve Public Toilet Block	Stand alone
39	Warringa Crescent Sports Pavilion	Attached to pavilion
40	Werribee South Foreshore Toilet Block (Boat Ramp)	Stand alone
41	Werribee South Price Reserve Toilet Block	Stand alone
42	Williams Landing Sports Pavilion	Attached to pavilion
43	Wootten Road Reserve Pavilion	Attached to pavilion
44	Wyndham Park Toilet Block	Stand alone
45	Wyndham Vale South Reserve Sports Pavilion	Attached to pavilion

* Hall service hours only.

** Hirer use only at present.

Table 2 Future Council-owned public toilets in the City of Wyndham

Ref	Toilet Name	Building type	Location
46	Lakeside Park, Manor Lakes	Stand alone	Urban Growth Area
47	Pomodorro Road, Tarneit	Stand alone	Urban Growth Area
48	Townley Boulevard Reserve, Werribee	Stand Alone	Urban Growth Area

LEGEND

Facility Reference numbers in Tables 1 and 2

Public Toilet Network

Typology

- Attached to pavilion
- Embedded in Community Centre/Council Building
- Stand alone

800m Catchment

- Attached to pavilion
- Embedded in Community Centre/Council Building
- Stand alone

Rail

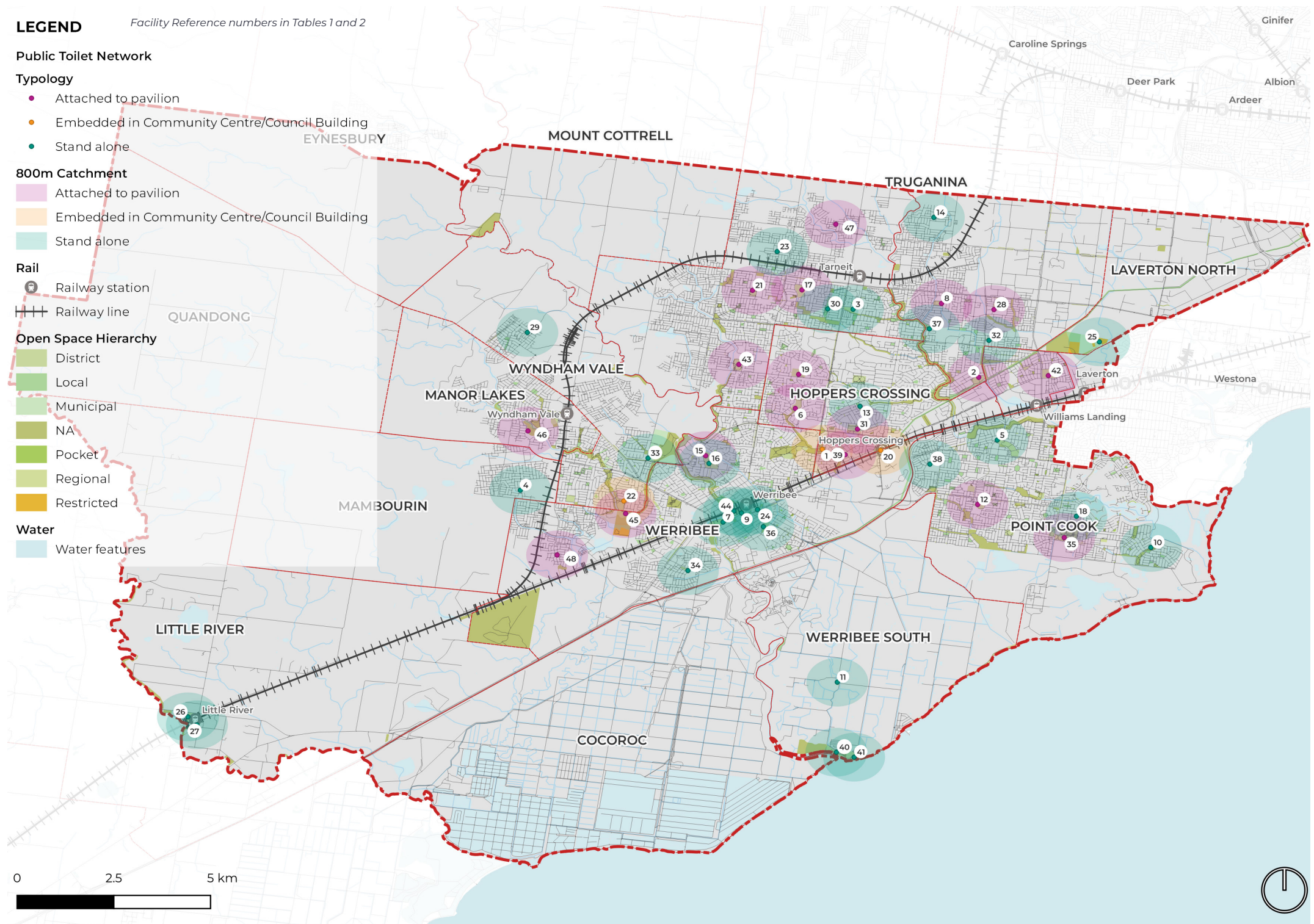
- Railway station
- Railway line

Open Space Hierarchy

- District
- Local
- Municipal
- NA
- Pocket
- Regional
- Restricted

Water

- Water features



Planned and Future Public Toilets

Table 3 identifies existing, planned and future district active open space reserves that will be provided with co-located public toilets in sports pavilions, along with existing facilities that are currently not open to the public but that could be included in Wyndham's Public Toilet Network.

Table 4 lists planned district passive open spaces that will be provided with stand alone toilets.

Table 5 identifies planned regional and destination open spaces.

The facilities in Tables 3, 4 and 5 are illustrated in Figure 2.

Where a neighbourhood lacks equitable distribution of district level open spaces, public toilets may be negotiated in lower level open spaces with the approval of Council.

Table 3 Planned and future co-located public toilets in active open spaces

Ref	Name of Reserve	Current State
49	Alfred Road Reserve AFL/Cricket	Under development
50	Alfred Road Reserve Soccer	Under development
51	Baden Powell Drive Reserve *	Existing
52	Ballan Road AR-05/AR-06	Planned
53	Ballan Road AR-07/AR-08	Planned
54	Bayview AR-23/24	Planned
55	Webster Street Reserve Soccer/ Cricket	Under development
56	Webster Street Reserve Tennis	Under development
57	Black Forest Road North AR-13/AR-14	Planned
58	Black Forest Road North AR-15/16	Planned
59	Black Forest Road North AR-25	Planned
60	Black Forest Road South AR-17/18	Planned
61	Black Forest Road South AR-19/AR-20	Planned
62	Brookdale Road Reserve	Under development
63	Dunnings Road Reserve Pavilion *	Existing
64	East Werribee AOS2	Planned
65	East Werribee RISF, RAOS, AOS1	Planned
66	Haines Drive Sports Pavilion *	Existing
67	Heathdale Glen Orden BMX Sports *	Existing
68	Howa Way Reserve/Manor Lakes Sports Pavilion *	Existing
69	Jamieson Way Reserve	Under development
70	Manor Lakes AR-09/AR-10 (Manor Lakes North)	Planned
71	Manor Lakes AR-11/AR-12	Planned
72	Quandong AR-26/AR-27	Planned
73	Riverdale IR-91-01	Planned
74	Riverdale S-91-01	Planned

Ref	Name of Reserve	Current State
75	Riverdale S-91-02	Planned
76	Riverdale S-91-03	Planned
77	Riverdale S-91-04	Planned
78	Riverwalk P6	Planned
79	Tarneit North S-89-01	Planned
80	Tarneit North S-89-02	Planned
81	Tarneit North S-89-03	Planned
82	Truganina IR-90-01	Planned
83	Truganina North S-89-04 / Polly Parade Reserve	Planned
84	Truganina S-90-01	Planned
85	Truganina S-90-02	Planned
86	Truganina S-90-03 / Fortitude Drive Reserve	Planned
87	Truganina S-90-04 (SE) / Alcock Road Reserve	Planned
88	Westbrook AR-01/AR-02	Planned
89	Westbrook AR-03/AR-04	Planned

* Existing facilities not open to the public

Table 4 Planned district passive open spaces

Ref	Name of Reserve	PSP
90	OS4	Black Forest Road South
91	HP & P1	East Werribee Employment Precinct
92	Manor Lakes Boulevard Reserve	Manor Lakes
93	OS03	Quandong
94	OS11	Black Forest Road South
95	P SO-02	Riverdale
96	P SW-06	Truganina
97	P4	East Werribee Employment Precinct
98	P6	East Werribee Employment Precinct
99	P7	Ballan Road
100	P7	Westbrook

Table 5 Planned regional and destination open space

Ref	Name of Reserve	Planning
101	Werribee Township Regional Park (visitor node 1)	Regional Park - Strategic Directions Plan
102	Werribee Township Regional Park (visitor node 2)	Regional Park - Strategic Directions Plan
103	Wyndham Stadium	The Wyndham A League Football Stadium Project - Incorporated Document and Future Oakbank PSP

LEGEND Facility Reference numbers in Tables 1, 2, 3, 4 and 5

Public toilet network

- Facilities
- 800m catchment

District Active Open Spaces and Reserves

- Facilities
- 800m Catchment

District Passive Open Spaces and Reserves

- Facilities
- 800m Catchment

Planned Regional and Destination Open Space

- Facilities
- 800m catchment

Rail

- Railway station
- Railway line

Open Space Hierarchy

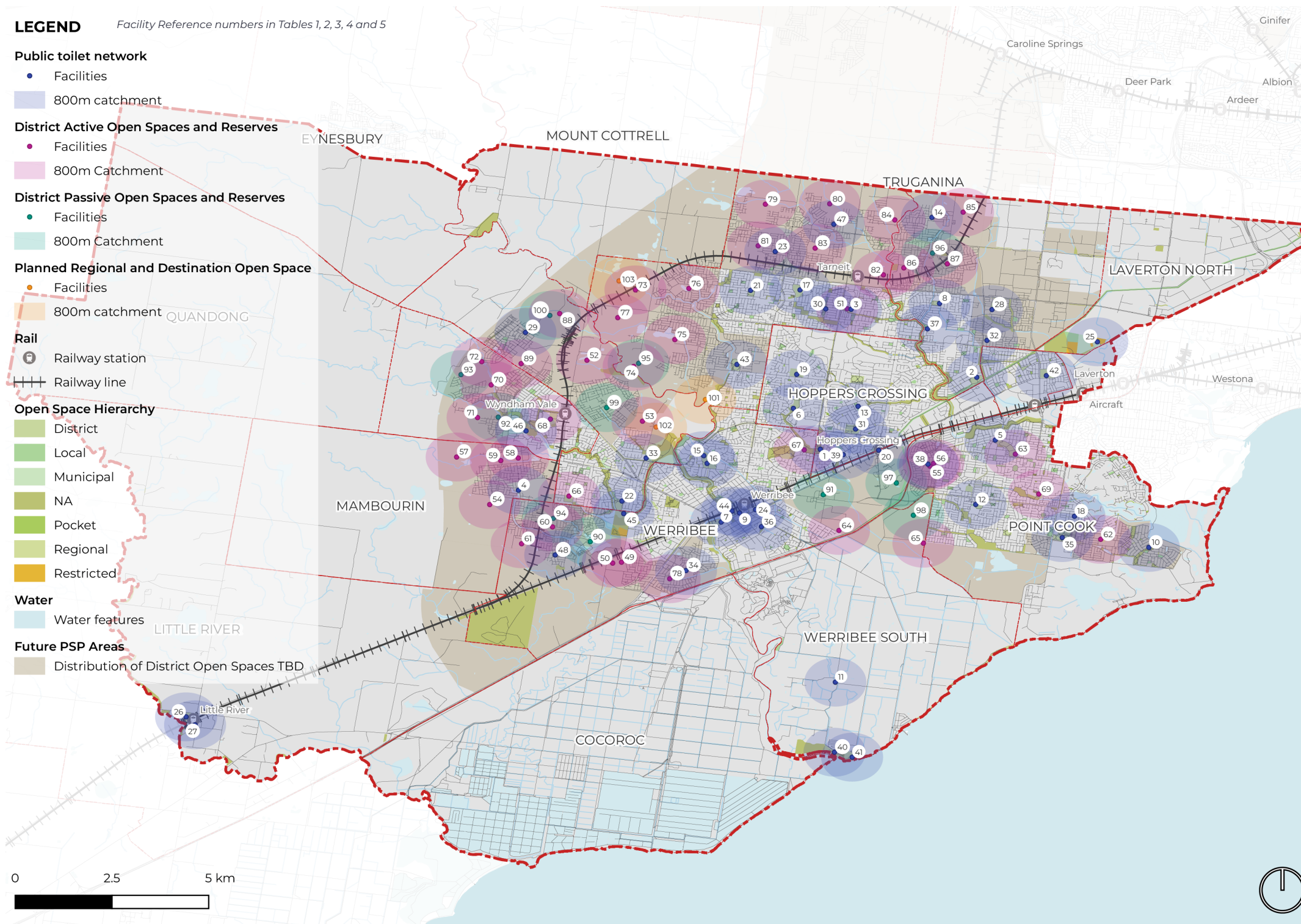
- District
- Local
- Municipal
- NA
- Pocket
- Regional
- Restricted

Water

- Water features

Future PSP Areas

- Distribution of District Open Spaces TBD



Community Feedback

In the period from 2018-2022, Council received over 1,000 customer requests related to public toilets. This data was reviewed to identify patterns and 'hotspot' locations for maintenance and cleaning issues according to the community. A summary count of the top issues raised for toilets across the network is shown in Table 6, with the most recurrent locations being listed in Table 7.

Table 6 Key themes and number of mentions from customer service requests 2018-2022

Key Theme	Number of Enquiries
Broken/Repair	524
Blocked	244
Cleanliness	85
Locked/Inaccessible	46
Request for New Toilet	37
Vandalism	32

Table 7 Top 10 existing toilet locations with customer service enquiries

Facility/Park/Building	Number of Enquiries
Wootten Road Reserve	40
Comben Drive	39
Baden Powell Reserve	36
Saltwater Reserve	35
Mossfiel Reserve	33

The summary identifies that most of the customer service requests received relate to maintenance issues – typically broken components within a public toilet that need repair, or a blocked toilet. Cleanliness was also a common theme.

A number of other requests relate to toilets being locked or inaccessible. In some cases, this may have been due to a defect with the locking mechanism on the entrance to the toilet, or the lock on a single cubicle.

The most recurrent themes can be summarised as follows:

- 54% of all public toilet requests to Council annually relate to damage of public toilets,
- 37.5% of all public toilet requests to Council annually relate to blocked or unclean public toilets, and
- the remaining 8.5% of requests relate to toilets being locked.

Additionally, Council receives approximately 12 requests for new public toilets annually, particularly across the district passive open space network. The district level reserves are planned for longer stays, featuring higher levels of play, barbecue facilities and parking availability.

Maintenance and Cleaning

Council owns and manages all the facilities identified as public toilets for the purpose of this Strategy and is responsible for cleaning duties and costs to these facilities, except where they have agreed otherwise with another managing Authority or Committee.

The level of hygiene or cleanliness of a facility can be influenced by a range of interrelated factors. For instance, the structural elements and design features of a facility may make it easier or more difficult to clean. Facilities in isolated locations or otherwise difficult to access are likely to be both used and cleaned less frequently. It may be more common for older structures or those in poor condition to appear less hygienic than modern facilities.

Components and fixtures that can help determine the cleanliness of a facility include:

- Soap dispensers;
- Hand dryers;
- Sharps disposal units; and
- The quality of ventilation.

The cleanliness and general condition of a toilet facility can greatly impact user experience. It is therefore important to undertake cleaning of public toilet facilities that helps to maintain them in good condition and promote positive perceptions of facilities.

Cleaning costs represent a significant expense for Council, with approximately \$180,000 spent annually in maintaining the toilet network clean, with toilets being cleaned daily. To assist with future operational budgeting, Council can review its current cleaning schedule and apply multiple schedules recognising sites with high levels of usage, which could be adjusted for peak periods.

Most Council toilets include natural ventilation that helps to mitigate odours, which is key to contributing to perceptions of cleanliness at public toilets.

Asset Management

As with all structures, the elements of a public toilet will deteriorate over time. This may be exacerbated by the type of construction materials and frequency of maintenance. Facilities that appear old and poorly maintained may be perceived as less hygienic or safe than their newer counterparts. When coupled with poor location and design elements, these facilities may see an increase in anti-social behaviour and create the need for more maintenance.

Facilities considered to be in below good condition should be prioritised for upgrades that would improve their condition to good, at a minimum. At some facilities this may be as simple as increasing the frequency of cleaning, however some may require major works like undergoing development to comply with DDA requirements. Further investigation is required for each of these sites to determine how best to improve their condition.

Council should monitor the overall condition of facilities to assist with planning and prioritising repairs and upgrades to facilities through an audit every five years. At present, no toilets in Wyndham are nearing the end of their lifespan, therefore no decomissions on accounts of maintenance is required.

Alongside routine site inspections by Council staff, other ways to collect information about damaged facilities or broken fixtures include providing a copy of the cleaning schedule and contact details to report faults/cleaning issues on-site at every facility.

Vision and principles

Users of Wyndham's open spaces will have access to clean, well-sited and accessible public toilets at key destinations across the open space and public realm network

This vision aligns with the community vision for Wyndham defined in Wyndham 2040, which recognises the importance of infrastructure and services to support health and wellbeing for all.

The vision will be achieved through the principles set out in Table 8.

Destination Based Provision	<p>Public toilets will be:</p> <ul style="list-style-type: none"> • Provided to service Key Open Space Destinations: <ul style="list-style-type: none"> - District, municipal & regional open spaces; and - Main streets and/or town squares of activity centres. • Provided at Key Open Space Destinations along regional paths and trails.
Efficient Provision	<p>Public toilets will be co-located within sport pavilions and/or higher order community centres located within or in close proximity to the Key Open Space Destination.</p> <p>Where it is not possible to co-locate a Public Toilet within an adjacent building, a stand-alone toilet should be provided.</p> <p>Public Toilets should be shared between sporting fields and playgrounds wherever possible. Where a co-located Public Toilet is not within a reasonable walking distance from a playground, an additional stand-alone toilet will be considered.</p> <p>The majority of Council's Public Toilets will be designed in accordance with Council Standards, to maximise efficiencies and minimise costs for repair and renewal.</p> <p>The provision of stand-alone bespoke Public Toilets will only be supported in public spaces where a specific use or design warrants a non-standard approach. This may include foreshore locations, all abilities play spaces, and/or town centre locations.</p>
Siting and Design for Safety	<p>Public Toilets, and their surrounds, will be sited and designed to address Crime Prevention Through Environmental Design (CPTED) principles.</p> <p>Where possible, Public Toilets will be co-located within other buildings to limit structures within open spaces and keep sight lines open.</p> <p>Public Toilets will be located adjacent to high traffic areas and entrances orientated to ensure they have clear lines of sight from adjacent well-lit areas to maximise passive surveillance.</p> <p>Public Toilets will be located and designed to minimise visual impact on adjacent private property, while not compromising community safety.</p>
Accessibility and Management	<p>Public Toilets will be designed, constructed and upgraded over time in accordance with the most current Disability Discrimination Act (DDA) standards (currently AS 1428.1 and 1428.2). Accessible pathways and access points will be provided to all Public Toilets to ensure DDA compliance.</p> <p>Design of Public Toilets will incorporate Universal Design principles.</p> <p>Changing Places facilities will be provided at All Abilities Play Spaces in consultation with disability groups.</p> <p>Public Toilets will be clearly signposted, with directional signage provided from across the open space and trail network.</p> <p>Public Toilets that service open spaces (including town squares) owned or managed by Council will be maintained by Council, including co-located public toilets.</p> <p>Public Toilets will be well maintained in accordance with adopted service levels.</p>

Table 8 Principles of the Strategy

A Glossary of Terms with common terminology has been included in Appendix A.

1 Destination Based Provision

Principle:

Public toilets will be:

- **Provided to service Key Open Space Destinations:**
 - **District, municipal & regional open spaces; and**
 - **Main streets and/or town squares of activity centres.**
- **Provided at Key Open Space Destinations along regional paths and trails.**

As Wyndham continues to grow, planning for a distribution of public toilets to ensure residents have equitable access to safe and clean toilets, will ensure Wyndham remains a liveable and accessible city.

The current distribution of toilets across Wyndham is not equitable, largely due to a lack of clear guidance on where and when public toilets should be provided to service open spaces. This has resulted in gaps in the provision of public toilets.

This Policy takes a destination-based approach to provision. The provision of public toilets is set out to support the functionality of the open space network and its hierarchy of spaces. Public toilets should be provided at key open spaces that are planned for longer stays. These are typically District Level and above parks and reserves, and public spaces in town centre locations.

By linking public toilet provision directly to the open space hierarchy, an even and equitable distribution of Public Toilets will be achieved. Any gaps in the network of Public Toilets due to under-provision of district level

open spaces will be addressed via the implementation of the Wyndham Open Space Strategy 2045, which seeks to address shortfalls.

The provision of public toilets along linear open space corridors, such as the coastline and Werribee River is proposed to be linked to key destinations along each corridor, and clear signage to toilets in adjacent or nearby open spaces and facilities. The same approach will be applied to Activity Centres.

There are two large reserves in the municipality that are managed by Parks Victoria: Point Cook Coastal Park and Werribee Park. The destination-based principle acknowledges the limitations to provide facilities at destinations that are not Council-managed.

Campbells Cove Beach is secluded and not deemed appropriate for toilet provision in a destination-based approach.

Urban growth areas along the Geelong railway line include the suburbs of Mambourin, Truganina, Manor Lakes, Wyndham Vale and Tarneit. As seen in Tables 3 and 4, the Precinct Structure Plans for these areas include provision of toilets in future reserves through sporting clubs or developer landscape works and it is predicted that growth areas will be typically well serviced.

2 Efficient Provision: Co-location and Standardisation

Principle:

Public toilets will be co-located within sport pavilions and/or higher order community centres located within or in close proximity to the Key Open Space Destination.

Where it is not possible to co-locate a Public Toilet within an adjacent building, a stand-alone toilet should be provided.

Public Toilets should be shared between sporting fields and playgrounds wherever possible. Where a co-located Public Toilet is not within a reasonable walking distance from a playground, an additional stand-alone toilet will be considered.

The majority of Council's Public Toilets will be designed in accordance with Council Standards, to maximise efficiencies and minimise costs for repair and renewal.

The provision of stand-alone bespoke Public Toilets will only be supported in public spaces where a specific use or design warrants a non-standard approach. This may include foreshore locations, all abilities play spaces, and/or town centre locations.

Council is the key provider and manager of public toilets across Wyndham. There are a number of other authorities that provide and manage toilets within the municipality and this can lead to inconsistencies in the level of service provided.

Provision according to use typology, condition and cleanliness remains a key priority for all users and greatly influences perceptions of facilities.

2.1 Toilet Typologies

All facilities within the public toilet network have been classified by their use typology, which is determined by the facility's location either as part of the building's footprint or freestanding. This categorisation also determines the dominant user group.

Classification of toilets in this way enables analysis of fit-for-purpose and accessibility of each facility, as well as identification of appropriate management responsibilities and other aspects of provision.

The breakdown of use typologies across existing and future Council toilets identifies stand alone facilities as the most common. Of the 48 public toilets in the existing and planned network, 30 are stand alone toilets, 15 are co-located within a sports pavilion and 3 are co-located with a community centre or other Council-owned building.

Stand alone

Stand alone facilities typically serve open spaces and street-based centres. They are often featured in open spaces classified as district, municipal and regional, as well as not classified open spaces such as linear reserves, or servicing a road in an activity centre.

Key features of stand alone public toilets are:

- Freestanding facilities (not attached to or within another building structure);
- Externally accessible from public realm;
- Separate male/female entrances or single fronted unit doors; and
- Can include separate or integrated disabled access.

Of the 27 existing stand alone toilets, 20 operate all throughout the day, 5 are open from dawn till dusk, one is only open during facility service hours, and one is only open if hired.

Stand alone toilets are more likely to present various design constraints due to their rigid construction, often resulting in minimal compliance with Australian Standard 1428 (AS 1328). Moreover, toilets that are poorly integrated into their environment can create perceptions of unsafety and lack of privacy. Isolation can exacerbate these challenges.



03 Wyndham Park Toilet Block, Werribee

Co-located

There is a preference to incorporate co-located toilets in sports pavilions, railway stations and community centres.

Key features of co-located public toilets are:

- Attached to, or located within a building structure;
- Externally accessible from the public realm or only accessible from within the co-located facility;
- Either separate male/female entrances or single fronted unit doors; and
- Opening hours typically restricted by building and activity (such as sport fixture, training or event).

Toilets co-located in sports pavilions service major sporting facilities and playgrounds in a district level open space or reserve. Co-located toilets are more likely to be characterised by limited accessibility.

For the purpose of this Strategy, the co-located facilities considered to be part of the network are those that offer the same level of service provision and accessibility than stand alone facilities in terms of opening hours and unrestricted access.

Of the 15 toilets attached to a sporting pavilion, 11 are open every day, all day, and 4 operate from dawn till dusk.

All toilets embedded in community centres or Council buildings can be accessed at any time.



04 Co-located public toilet

2.2 Service Hierarchy

The Service Hierarchy sets out three different levels of service provision based on toilet typology and toilet configuration. Service levels are determined by use typology and catchment, and also correspond with the opening hours and cleaning frequency of a facility.

The service hierarchy recognises that level of service required is dependent on the purpose of each location:

- High-use locations such as Regional or Municipal open spaces, major and principal activity centres typically receive the highest volume of users and should therefore likely be provided as bespoke facilities.
- Low-use locations such as District open spaces toilets that service smaller catchments are therefore most likely to have standard facilities.

Table 9 provides guidelines that should be used to determine the most appropriate level of service (approximate quantity and configuration of cubicles) for new and upgraded facilities depending on the location.

It is acknowledged that the exact quantity of facilities needed for a given site can be dependent on a broader range of factors that may influence demand. In those cases, a more detailed assessment of need should be undertaken at the design stage of facility provision.

There should be consideration to shower and change facilities to service open spaces.

Table 9 Service hierarchy

Service Level	Typology	Configuration	Minimum cubicles	Typical locations	Opening hours	Minimum cleaning
Standard	Co-located	One (1) gender neutral, All Abilities, toilet cubicle Accessed externally	1	District level open space and above, or key open space destinations	Dawn - Dusk	1 x per day (prior to 8am)
Standard	Stand alone	Two (2) gender neutral toilets, including one (1) All Abilities cubicle	2	District Level open space and above, or key open space destinations	Dawn - Dusk	1 x per day (prior to 8am)
Bespoke	Stand alone	As determined by needs assessment	2+	Municipal to Regional level open space, or key activity centres/open space destinations	As determined by needs assessment	2 x per day (prior to 8am and 3pm)

Note that the Service Hierarchy only refers to typical toilets and does not consider alternative models such as a Changing Places toilet.



05 Hoppers Crossing Station Toilet Block, stand alone typology and bespoke service



06 Kelly Park Toilet Block, stand alone typology and bespoke service



07 Saltwater Reserve, Point Cook, co-located typology and standard service



08 Fraser Street Toilet Block, Hoppers Crossing, stand alone typology and standard service

3 Siting and Design for Safety

Principle:

Public Toilets, and their surrounds, will be sited and designed to address Crime Prevention Through Environmental Design (CPTED) principles.

Where possible, Public Toilets will be co-located within other buildings to limit structures within open spaces and keep sight lines open.

Public Toilets will be located adjacent to high traffic areas and entrances orientated to ensure they have clear lines of sight from adjacent well-lit areas to maximise passive surveillance.

Public Toilets will be located and designed to minimise visual impact on adjacent private property, while not compromising community safety.

The siting of a public toilet greatly influences its fit-for-purpose. Design for safety is also important for promoting positive perceptions of open spaces and public toilets in the community.

3.1 Design for Safety

Historically, public toilets have become known as hotspots for antisocial behaviour and undesirable activity. As Council continues to upgrade its facilities and improve the level of service provision, it should also seek to protect users, and reduce and minimise occurrences of anti-social behaviour.

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

There are a number of factors that contribute to negative safety perceptions:

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

There are many ways that design can minimise anti-social behaviour, vulnerability to vandalism and contribute to positive perceptions of safety. For example, the objectives of Crime Prevention Through Environmental Design (CPTED) establish guiding principles to reduce the incidence and perceptions around crime and safety. Developed by the Queensland Government in association with the Queensland Police in 2007, CPTED principles consider factors such as surveillance, legibility, territoriality, ownership, management and vulnerability.

According to the four key CPTED principles, public toilets should be characterised by the following:

- **Visibility**

- Facilities should be highly visible to the surrounding area and receive passive surveillance from passers-by and surrounding buildings
- Provision should avoid areas of low activity
- Maximise use of natural light during day hours and provide artificial external lighting at night

- **Access Control**

- Facilities should be clearly identified with visible entry/exit points and appropriate signage
- Landscape and vegetation should 'channel' visitors to target areas and deter them from accessing obscured or unauthorised areas

- **Territorial Reinforcement**

- Clearly mark facilities as public toilets and apply overarching design principles for ease of identification
- Incorporate landscape and design features that create attractive, high-quality facilities/spaces

- **Space Management**

- Provide appropriate cleaning and service to facilities to maintain them in good condition
- Use materials that reduce opportunities for vandalism and are easy to clean/maintain



09 Example of facility that incorporates visibility and access control



10 Example of facility that incorporates access control and territorial reinforcement



11 Example of facility that incorporates visibility and space management

3.2 Siting Principles

The following siting principles should be adopted when retrofitting, upgrading or installing new toilets. The principles are based on relevant industry best practice.

1



12 Safe Transport Hub Howard Place, Bendigo, VIC

Location

Locate toilets in central, multi-use community facilities that draw on existing walking catchments and maximise visibility to the street/public space.

2



13 Victory Park, Kingston, VIC

Integration

Integrate toilets seamlessly into the public realm and avoid obstructing toilets with dense landscaping, vegetation or impermeable barriers.

3



14 Marsden Park, NSW

Orientation

Orientate toilets and entrances toward well lit areas to maximise safety.

4



15 Ballast Point Park, Birchgrove NSW

Safety

Incorporate Crime Prevention through Environmental Design (CPTED) principles to minimise opportunities for crime and anti-social behaviour.

4 Accessibility and Management

Principle:

Public Toilets will be designed, constructed and upgraded over time in accordance with the most current Disability Discrimination Act (DDA) standards (currently AS 1428.1 and 1428.2).

Accessible pathways and access points will be provided to all Public Toilets to ensure DDA compliance.

Design of Public Toilets will incorporate Universal Design principles.

Changing Places facilities will be provided at All Abilities Play Spaces in consultation with disability groups.

Public Toilets will be clearly signposted, with directional signage provided from across the open space and trail network.

Public Toilets that service open spaces (including town squares) owned or managed by Council will be maintained by Council, including co-located public toilets.

Public Toilets will be well maintained in accordance with adopted service levels.

Public toilets play an important role in providing access to public spaces for special user groups, and must be planned around the needs of people with diverse needs. Public toilet accessibility is not just about meeting legislative standards, rather it seeks to ensure that all users across all ages and with varying abilities can use public toilet facilities safely and independently.

4.1 Accessible Facilities

Public toilets play an important role in providing access to public spaces for special user groups, and wherever possible, must be planned around people with diverse needs.

New facilities are expected to comply with AS 1428.1 and 1428.2 for accessibility under the Disability Discrimination Act (DDA), however, accommodating all these requirements can be challenging when seeking to retrofit older buildings, particularly if a facility is spatially constrained. Most existing Council-owned toilet facilities provide Disabled or Ambulant cubicles, with three non-compliant toilets which therefore present access challenges, and one facility to which its level of accessibility was unable to be determined.

At present, DDA compliance is not consistent throughout the Audit of the public toilets within the network, with toilets being identified as DDA compliant, disabled toilets and ambulant toilets.

4.1.1 Universal Design

Accessibility is not just about catering for people with additional mobility requirements, it should also consider people with different social, cultural and demographic preferences. Other key user groups include children, parents with young children, the elderly and members of the lesbian, gay, bisexual, transgender and inter sex (LGBTI+) community. In this context, it is appropriate to consider universal design principles that cater for the needs of all users, rather than just those with physical mobility requirements.

Using public toilets can be a confronting experience for different user groups and in order to reduce barriers it is important to ensure that future upgrades and installations of new toilets adopt the key principles of universal design. At its core, universal design promotes fair and inclusive environments that allow people to be safe and independent.

The seven principles of universal design are:

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

4.1.2 Age and Dementia Friendly

There is increasing research around the promotion of age-friendly cities and designing for people with dementia. Specific requirements when designing age- and dementia-friendly facilities include:

- Use of contrasting colours between surfaces and materials (toilet and floor, toilet and walls)
- Signage identifying toilet locations and clear directions for entry and exit
- Signage identifying location of soap dispensers and hand dryers
- Consistency across facilities in the use of features
- Avoidance of overly modern, customised and unintuitive designs for water taps and towel dispensers, or inclusion of signs and instructions for their use

Many of these principles and considerations cross over with other objectives sought by universal design and CPTED principles



16 Example of a facility with universal design



17 Example of a dementia-friendly facility

4.1.3 Changing Places

Changing Places facilities were introduced in Australia in 2014 and there are currently over 50 certified facilities across the country. Originating in the United Kingdom in 2006, Changing Places facilities are designed for people who require a hoist to use a toilet. The facilities differ from standard accessible or disabled toilets as they include additional features such as an adult change table, hoist, shower, screens and large circulation spaces.

Research has shown that Changing Places Facilities (or Accessible Adult Change facilities) are best located within a high use area, such as a shopping precinct or regional open space. Provision of a Changing Places facility is a requirement in new buildings such as galleries, museums, performing arts centres or sports stadiums. They are almost always accessed by car on a pre-planned trip.

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

Changing Places facilities are vital pieces of community infrastructure which allow members of the public with specific needs to participate in the day-to-day activities across the municipality. However, there are a number of barriers and perceptions around Changing Places facilities that may constrain Council in providing these facilities:

- Lack of broad community understanding or awareness of Changing Places;
- Expense of facilities (upward of \$150,000 each); and
- Space/footprint requirements of the facility.

The Victorian State Government has previously released funding to assist Councils in building Changing Places facilities.

Wyndham currently contains two Changing Places facilities, of which only the one located at Tarneit Community Learning Centre is Council-owned and managed. Council has expressed interest in providing such a facility at an appropriate location. Due to the significant costs associated with Changing Places facilities, it is likely only feasible for Council to provide one additional facility within Wyndham. Preference should therefore be given to the location that provides convenience to the highest number of users, such as Regional or Municipal open spaces, Werribee City Centre, or foreshore locations. There is potential to advocate for Changing Places facilities at the new Wyndham Stadium as a key visitation spot or in the upcoming community centres which will commence planning in 2022/2023.

4.2 Identity and Social Preferences

Identity and social preferences are also important. For example, in addition to driving up wait times for women, the absence of gender neutral facilities can also cause issues for single parents with a child of the opposite sex. Most Council facilities currently provide at least one gender neutral cubicle.

Gender neutral signage is preferred over unisex signage. While the fit out of a gender neutral toilet is the same as a unisex facility, there is a growing preference for gender neutral terminology and symbolism.



18 Examples of gender neutral symbology



19 Example of a Changing Places toilet



20 Example of a Changing Places toilet

4.3 Signage and Wayfinding

Signage and wayfinding are important factors in promoting an accessible and connected public toilet network. Often considered a minor detail, signage assists residents, workers and visitors to Wyndham in navigating Council's toilet network.

Existing signage on public toilet facilities is varied across the municipality. These can include:

- Large signs on the exterior of the facility that identify the name of the toilet.
- Large signs identifying the building/reserve the facility is contained in and identifying the presence of toilets within.
- Signs identifying the gender and accessibility configuration of cubicles.

Industry best practices recommends that wayfinding should be installed in town centres and at open spaces to communicate the locations of public toilets. Additional information should be provided on the exterior of all public toilets to convey key aspects of the facility including:

- Gender and accessibility
- Opening hours
- Contact information (to report repairs or closures)
- Consideration for vision impaired users
- Information in languages other than English
- Cultural and linguistic considerations

The upgrading of signage on public toilets should be an integrated approach and there are opportunities to develop a municipal wide strategy or prepare guidelines to improve signage and wayfinding across Wyndham.

Another way of promoting the accessibility and connectivity of Council's public toilet network is through online information. Visit Werribee and Surrounds is a Council website which lists parks and playgrounds locations with the facilities each provide (such as public toilets, barbeque or picnic areas) and accessibility description to the park. However, not all parks and playgrounds in Wyndham are listed in this website.

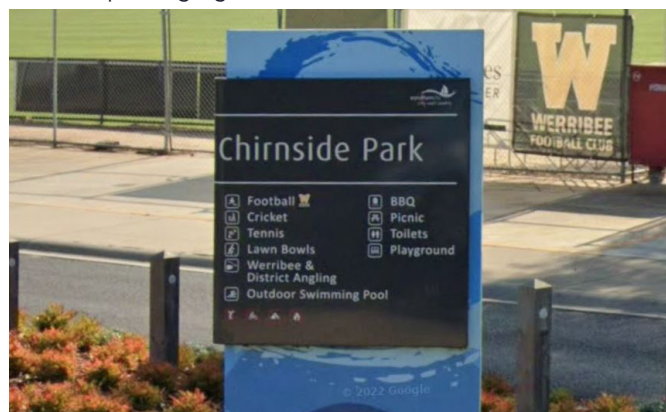
The National Public Toilet Map is another useful community resource to find toilets across Australia. This map also includes some major privately managed facilities that are publicly accessible, such as shopping centres, fast food chains and service stations. However, this is an external data source that is not always updated. Council should regularly check and update information

on Council owned assets. A number of apps allow users to also access this database information on their smart phones as discussed in the case studies below.

The communication of public toilet locations and availability should be provided across a number of different platforms. Whilst digital tools allow users to easily locate toilets, some members of the community are unable to access or have difficulty connecting to digital communication platforms. The inclusion of toilet locations on key maps and publications throughout Wyndham should still be considered.



21 Example of signage outside cubicles



22 Example of signage at park entry



23 Example of signage at park entry

4.4 Accessibility Principles

The following accessibility principles should be adopted when retrofitting, upgrading or installing new toilets. The principles are based on relevant industry best practice.

1



Accessibility

Ensure compliance with AS1428 and other best practice accessibility guidelines.

2



Universal Design and Access

Promote fair and inclusive toilets by incorporating universal design principles that allow users to feel safe and independent.

3



Fixtures and Fittings

Incorporate appropriate fixtures within toilets that are responsive to the local context and balance community expectations with maintenance practicalities and environmental sustainability.

4



Signage

Clearly sign toilets by providing directional signage where required to improve legibility and access. Provide signage on toilets which shows opening hours, contact details and gender availability.

Implementation Plan

Table 10 identifies the recommended works for the implementation plan. These include the provision of a new stand alone facilities to the public toilet network (including relocation of existing blocks).

The table also recognises their priority depending on existing provision and customer demand, catchment and open space hierarchy.

These facilities are illustrated in Figure 25.

Table 10 Estimated costs for recommended works¹

Ref	Toilet Name	Works	Priority	Cost estimate
1	Aquarius Street Park	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
2	Ashcroft Park	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
3	Loyola Drive Reserve *	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
4	Principal Drive Park (Pear Street)	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
5	Riverbend Historic Park	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
6	Rosslare Court Reserve *	New toilet (standard, stand alone)	Short (Year 1)	\$250,000
7	Bloom Street Park (Riverwalk Reserve)	Relocate toilet closer to the playground. (Bespoke, stand alone - change facilities included)	Short (Year 2)	\$450,000
8	Hogans Road Reserve	New toilet (standard, stand alone)	Short (Year 2)	\$250,000
9	Tom Roberts Reserve	New toilet (standard, stand alone)	Short (Year 2)	\$250,000
10	Farfalla Way *	New toilet (standard, stand alone)	Short - Medium (Year 3)	\$250,000
11	Longreach Parade Park *	New toilet (standard, stand alone)	Short - Medium (Year 3)	\$250,000
12	Manor Lakes Linear Reserve (Eppalock Drive)	New toilet (standard, stand alone)	Short - Medium (Year 3)	\$250,000
13	Raffles Walk	New toilet (standard, stand alone)	Short - Medium (Year 3)	\$250,000
14	Werribee South Toilet Block	Facility to be upgraded to bespoke and to include accesible toilets, ambulant toilet and changing places (to be delivered as part of the Werribee South Masterplan Implementation Timeframe)	Short - Medium (Year 3)	TBC
15	Bayvista Drive Park (Crocodile Park)	"Relocate toilet closer to the playground. (Bespoke, stand alone - change facilities included)"	Medium (Year 4)	\$400,000
16	Heathdale Glen Orden	New toilet (bespoke, stand alone)	Medium (Year 4)	\$300,000
17	Regatta Beach	New toilet (bespoke, stand alone)	Medium (Year 4)	\$300,000
18	Hodgson Avenue	New toilet (standard, stand alone)	Medium (Year 5)	\$250,000
19	Munro Drive *	New toilet (standard, stand alone)	Medium (Year 5)	\$250,000
20	Soldiers Reserve (beside playground)	New toilet (standard, stand alone)	Medium (Year 5)	\$250,000

Ref	Toilet Name	Works	Priority	Cost estimate
21	Tindale Bouleavrd	New toilet (standard, stand alone)	Medium (Year 5)	\$250,000
22	Bayview Park	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
23	Bethany Road Playground *	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
24	Cambridge Crescent	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
25	Conquest Drive Park *	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
26	Everton Road / Swaby Road	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
27	Gleneagles Reserve **	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
28	Golden Square Park *	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
29	Lennon Boulevard Reserve	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000
30	Whitfiled Court / Skeleton Creek *	New toilet (standard, stand alone)	Long term (Year 6-10)	\$250,000

* Current Local Open Space / Planned upgrades to District

** Subject to Open Space Strategy Review

LEGEND

Facility Reference numbers in Table 10

Existing and planned public toilet network

- Facilities
- 800m catchment

Implementation Plan

- Facilities
- 800m Catchment

Rail

- Railway station
- Railway line

Open Space Hierarchy

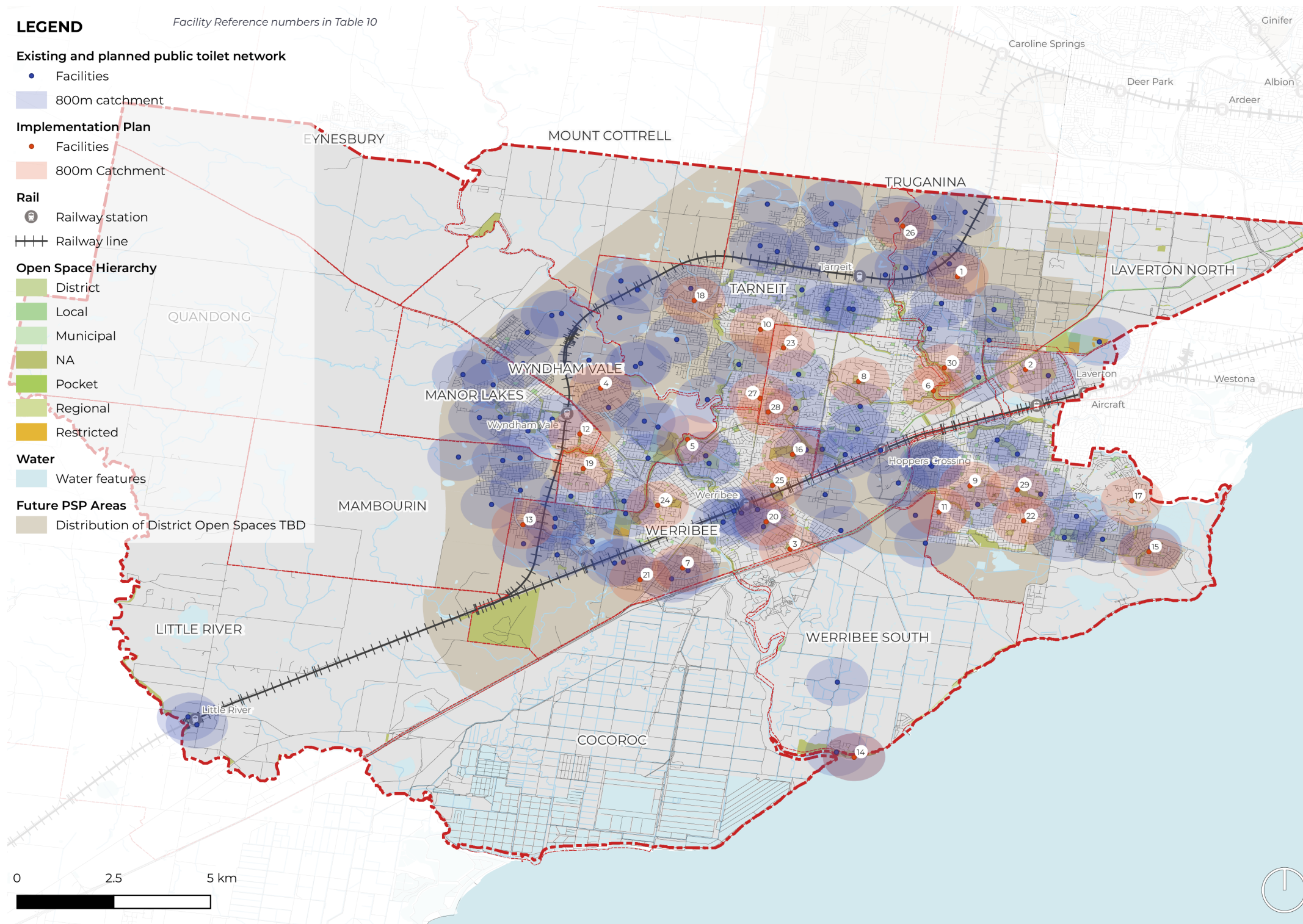
- District
- Local
- Municipal
- NA
- Pocket
- Regional
- Restricted

Water

- Water features

Future PSP Areas

- Distribution of District Open Spaces TBD



Appendix A

Glossary of Terms

Table 11 Common terminology

Term	Meaning
Accessible Facility	A facility designed to provide space to accommodate wheelchair access and assistance when transferring from wheelchair to toilet, with features such as lower mirrors and washbasins and grab rails. These are also sometimes referred to as Disabled Facilities.
All Abilities	Inclusion of all categories of people with disabilities.
Ambulant Facility	A facility that is accessible to those with ambulant disabilities (e.g. sensory loss, arthritis, use of a walking frame) who are not confined to a wheelchair. Ambulant facilities do not provide the required additional space needed for wheelchair access.
Australian Standard (AS1428)	AS1428 specifies that new buildings must be capable of providing access to people with disabilities to comply with the DDA.
Changing Places Toilet	Public toilet facilities that cater for people with more profound disabilities who are unable to use a standard accessible toilet. These facilities incorporate full sized change tables tracking hoist systems, large circulation spaces and a centrally placed toilet with room for carers.
Co-Located	A public toilet that is externally accessible and attached to, or within, an existing building structure such as a sport pavilion or a library.
Crime Prevention Through Environmental Design (CPTED)	An approach to the prevention of crime focusing on the relationship between physical environments and those who use them.
Disability Discrimination Act (DDA)	The Disability Discrimination Act 1992 makes discrimination against an individual because of their disability unlawful. This applies to a number of areas of public life including employment, education and the access of public places.
District Open Spaces	Parks and Reserves that serve a collection of adjacent neighbourhoods. District Parks provide a higher level of sporting infrastructure and play than local level parks. These spaces are designed for longer stays and visitors will have typically walked more than ten (10) minutes, or driven, to get to them.
Environmentally Sustainable Design (ESD)	An integrated and holistic approach to design that aims to reduce negative environmental impacts and improve the health of building occupants and users.
Gender-neutral Facility	Terminology used to describe a facility that is accessible to all people regardless of gender; may be preferred over 'unisex' by the LGBTQI community as it does not limit the interpretation of gender as binary (either male or female).
Key Open Space Destinations	District, municipal and regional open spaces, and/or main streets and town squares of activity centres.
Local Open Spaces	Parks that serve a local neighbourhood. Provided within a 5-minute walk of houses within the local neighbourhood, they contain local play spaces only and are designed for short stays.
Master Locksmiths Access Key (MLAK)	The Master Locksmiths Access Key (MLAK) system is a feature that allows people with disability access to dedicated public facilities.

Municipal Open Spaces	Parks (active and passive) that serve the municipal population and attract people from within the municipality. Municipal parks have a higher level of facilities and playgrounds, encouraging longer stays.
National Construction Code (NCC)	Previously known as the Building Code of Australia (BCA), the NCC forms a uniform set of technical provisions to be incorporated into the design and construction of buildings and other structures within Australia.
Public Toilet	A facility which contains one or more rooms/cubicles which is available for use by the public. The facility may be partly or entirely automated, and may be stand alone or located within another community facility (co-located).
Regional Open Spaces	Parks that serve the broader regional population including people who live within the municipality and those from adjacent municipalities.
Stand Alone	A free-standing toilet building, usually a toilet block, that has separate male and female entrances.
Unisex Facility	A facility that is accessible to both males and females.
Universal Design	Universal Design promotes fair and inclusive environments that allows people to be safe and independent.

ethosurban.com

Sydney

(02) 9956 6962
173 Sussex St, Sydney
(Gadigal Land)
NSW 2000
sydney@ethosurban.com

Melbourne

(03) 9419 7226
Level 8, 30 Collins Street, Melbourne
(Wurundjeri Woi Wurrung Land)
VIC 3000
melbourne@ethosurban.com

Brisbane

(07) 3852 1822
Level 4, 215 Adelaide Street, Brisbane
(Turrbal, Jagera and Yugara peoples) QLD
4000
brisbane@ethosurban.com