



**MORNINGTON  
PENINSULA**  
*Shire*

COMMITTED TO A  
SUSTAINABLE  
PENINSULA



## **PUBLIC TOILET STRATEGY**



**FEBRUARY 2012**

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## **1. EXECUTIVE SUMMARY**

The purpose of this Strategy is to provide a framework for the provision and refurbishment of Public Toilets on the Peninsula.

The Strategy has identified four Strategic Objectives for the delivery of public toilets on the Peninsula. These ensure an adequate provision of public toilets, that they are located to minimise anti-social behaviour, are cost effective to provide and maintain, and meet the needs of users. These objectives apply to both new facilities and existing facilities.

All 134 existing public toilet facilities were assessed and given a star rating out of 5. The ranking was assessed on 6 criteria: Environmentally Sustainable Design (ESD), Crime Prevention Through Environmental Design (CPTED), Accessibility, Efficiency, Maintenance and Features. For refurbishment, all toilets in commercial and high-use recreational areas will be required to meet a 3.5 star rating, which ensures that it is fully accessible by disabled users. All other toilets required to meet a 3.0 star rating. Three toilet blocks have been ear-marked to be rationalised through the assessment process as they have reached the end of their life and no longer serve a user need.

All new toilet facilities will be required to meet 4.0 stars. They will be fully accessible and easy to maintain. Requests for new facilities will be assessed using a two-stage evaluation process. The first stage establishes the need for the facility. If a need is established, then the project progresses to stage two for prioritisation. At present there are 7 new facilities ear-marked for construction all around the Peninsula.

## **2. INTRODUCTION**

In recent years, Local Governments in Australia have started to develop policies to address issues around the location, safety, cleanliness and design of public toilets.

The adoption of a soundly based strategy will enable Council to establish and maintain a reasonable standard for its own facilities and also encourage other providers to do the same.

It has been the experience of authorities the world over that unless location and design are carefully considered, behavioural and management problems can be endemic. Modern design calls for cubicles that face directly towards activity areas with external wash basins and see-through external screens when the cubicles are not self contained. The most modern trend is towards self-contained unisex cubicles that have layouts to suit people with a range of disabilities, provide for baby changing and have an internal washbasin.

### **3. KEY STRATEGIC OUTCOMES**

Council's aim is to facilitate the provision of well designed and located public toilets to cater for the needs of the community including visitors.

Where these facilities are not provided by others (developers, Parks Vic etc), Council will consider providing new or replacement public toilets in accordance with this Strategy.

While this Strategy concentrates on warrants, design and location issues; management and maintenance issues are also covered.

This Strategy:

- Provides a framework for consistent decision making on the provision, rehabilitation and maintenance of public toilet facilities.
- Clarifies Council's role in the provision of public toilets.
- Provides clear guidelines for the design, location and fit out of public toilets.
- Sets out a process for regular audits of existing facilities to help manage and maintain public toilets to appropriate standards. A Star Rating system is set out for this purpose.

#### **3.1. Definitions**

##### **Public Toilets**

Toilet facilities provided for use by members of the public, or patrons of a facility.

##### **Public Toilet Blocks**

Building (or part of a building) predominately housing public toilets and associated facilities with direct external access which are capable of independent operation.

##### **Restricted Public Toilets**

Public toilets located within and accessed through a larger building accessible by members of the public. The use of these toilets is ancillary to the main function of the building and the toilets are not accessible when the building is closed.

##### **Municipal Public Toilets**

Public toilets owned or under Council's control.

##### **Private Public Toilets**

Privately owned and managed public toilets.

##### **Major Activity Centres, Township Centres, Local Centres, Convenience Centres**

As defined in "Mornington Peninsula Activity Centres Strategy, Sept 2005, Ratio Consultants Pty Ltd".

##### **Activity Groups**

Groupings of users of public toilets based upon the common activities being undertaken. These groups each have different characteristics and issues that need to be considered when evaluating the need for public toilets.

## 3.2. Strategic Objectives

### Strategic Objective 1

To ensure an adequate provision of public toilet facilities within the Shire to service the following Activity Groups:

- Motorists (private or business travellers and sightseers).
- Shoppers.
- Users of Sporting Fields (Organised sport).
- Users of Parks, reserves and foreshore areas for recreation (including play equipment, skate ramps etc).
- Users of Barbeque and Picnic facilities.
- Cyclists.

Action 1.1: Consider the contribution of all public toilets (including Restricted Public Toilets) regardless of ownership or management when reviewing proposals for new public toilets.

Action 1.2: Consider the hours of operation and distance to public toilets when deciding if existing or proposed toilets will meet the needs of users.

1. Provide at least one (1) 24 hour public toilet for each Major Activity Centre.
2. Limit the maximum walking distance to public toilets to 250m for 90 percent of shoppers in Major Activity Centres and 300m in Township Centres and users of barbeque and picnic facilities.
3. Limit maximum walking distance to public toilets to 500m for other relevant Activity Groups.
4. Limit the spacing between public toilets for motorists on arterial roads to 15 to 30 minutes at the posted speed limit.
5. Limit the spacing between public toilets for cyclists on bicycle paths and identified on-road routes to 30 to 60 minutes at typical cycling speeds (15 and 30 km/h respectively).

Action 1.3: When considering if sufficient demand exists for public toilets; the following issues must be taken into account.

1. The duration for which potential users will stay in the area.
2. The number of potential users.
3. The frequency at which these numbers will be present.

Action 1.4: Select appropriate proposals for consideration for funding through the 5 Year Capital Works Program using the Project Selection Criteria outlined below in this Strategy.

- Action 1.5: Prioritise all proposals for new public toilets that pass the “Step 1 Evaluation” using the Step 2 Evaluation” scoring system included in the Project Selection Criteria.
- Action 1.6: Use the Building Code of Australia to determine the size of any facility provided in a building and as a guide to the size of any free standing public toilet.

### Strategic Objective 2

To ensure public toilets are located and orientated appropriately to maximise public surveillance.

- Action 2.1 Locate public toilets in areas where high pedestrian numbers or traffic volumes pass the site and/or near activity areas or buildings which provide natural surveillance.
- Action 2.2: Orientate the entrances to public toilets towards nearby activity areas so that they are highly visible.
- Action 2.3: Avoid isolated toilet blocks at sports or event venues wherever possible and provide service points to enable the use of well designed temporary toilets, when infrequent large events take place.

### Strategic Objective 3

To ensure public toilets are cost effective and can be managed efficiently.

- Action 3.1: Provide public toilets using the following methods which are listed in the preferred order.
1. By developers as part of appropriate developments.
  2. Through joint ventures or negotiated outcomes with the public toilet to be integrated with a private or public development (e.g. built adjacent to or incorporated into the design).
  3. Stand-alone unit that Council provides. (Council will only provide such facilities itself when there are no other alternatives).
  4. Where Council manages toilet facilities on land where the land owner is not Council (e.g. foreshore areas) grants or contributions should be sought from the land owner (e.g. responsible state department).
- Action 3.2: Rationalise public toilets when one of the following conditions applies:
1. They are located in unacceptable locations as determined by high levels of reported anti-social behaviour.
  2. They are surplus to requirements (i.e. do not meet at least 80% of the product of the two demand related criteria contained in

the Step One Evaluation requirements set out below.) and are in need of major refurbishment.

3. They are clearly surplus to requirements (i.e. do not meet at least 50% of the product of the two demand related criteria contained in the Step One Evaluation requirements set out below) and are poorly utilised with no prospect of higher use within the life of the building. (It should be recognised that in some circumstances public toilets may be underutilised because of their condition).

Action 3.3: Provide either modular design or individually designed public toilets depending upon the project budget, type of facility (free standing or not) and civic prominence of the proposed location.

#### Strategic Objective 4

To ensure public toilets are designed and maintained to fulfil community expectations and to be safe and inviting to use.

Action 4.1: Apply the principles of Environmentally Sustainable Development (ESD) in the design of public toilets.

Action 4.2: Apply the principles of Crime Prevention through Environmental Design ("CPTED") in the design of public toilets.

Action 4.3: Apply the principles of Equity of Access (refer to Disability Discrimination Act 1992) in the design of public toilets including:

1. Providing footpaths around and to the toilet (refer to Australian Standard AS1428).
2. Providing clear directional signage and labelling.
3. Ensure easy access for those with restricted mobility and people with disabilities. This includes the provision of mechanical aids for the profoundly disabled at key locations.
4. Provide for 24 hour access to public toilets where 24 hours demand exists.
5. Ensure adequate provision of parking facilities for public toilets located adjacent to roadsides (including bicycle racks and/or caravan parking where appropriate).

Action 4.4: Undertake community consultation with key stakeholders (where appropriate) to help develop a design brief for new facilities. Determine the hours of operation by considering the needs of all potential users.

Action 4.4 Undertake regular audits of Municipal Public Toilets using the star rating system set out below and in Appendix C. Use the star rating system in conjunction with any performance criteria approved by Council to develop on-going maintenance (including cleaning), rehabilitation and upgrading programs.

### 3.3. Project Selection Criteria

All proposals for new public toilet should go through a two step evaluation process to establish the feasibility and priority of a project. This process does not consider the size of the facility that is needed only if a facility is required.

The first step involves confirming that a number of basic criteria are met based upon the major Activity Group of the expected users. All the criteria, for at least one category, must be met for the proposal to proceed to the next step. However, public toilets located so as to service multiple User Groups can be considered under the Multiple Activity Groups criteria.

**Table 1: Step One Evaluation**

<b>Activity Group</b>	<b>Distance/ time to nearest existing Public Toilet</b>	<b>Minimum Duration of Stay</b>	<b>No of Potential Users (per hour for at least 2 hour in a day) ^</b>	<b>Frequency of Use ^</b>
<b>Motorists</b> (traveller or sightseer on arterial roads only) [Range for spacing is 15 to 30 minutes.]	15 min at posted speed or longer in both directions %	n/a	300 vehicles or more	50 days/year or more
<b>Shoppers</b> * (Major Activity Centres - Additional Public Toilets)	250 metres or greater	1.5 hours or longer	150 patrons or more [or 1200 sqm of floor area open to the public and used to capacity (i.e. one patron every 3 sqm of sales area of which 40% stay 1.5 hours or longer)]. #	50 days/year or more

**Table 1: Step One Evaluation (Continued)**

<b>Shoppers *</b> (Township Centres – Additional Public Toilets)	300 metres or greater	1.5 hours or longer	150 patrons or more [or 1500 sqm of floor area open to the public and used to capacity (i.e. one patron every 3 sqm of sales area of which 30% stay 1.5 hours or longer)]. #	50 days/year or more
<b>Shoppers</b> (Local Centres or Convenience Centres \$)	500 metres or greater	1.5 hour or longer	50 patrons or more [or 1000 sqm of floor area open to the public and used to capacity (i.e. one patron every 3 sqm of sales area of which 15% stay 1.5 hours or longer)].#	50 days/year or more
<b>Sporting Fields.</b> (Organised sport only. Casual use comes under recreational use below.)	500 metres or greater (includes toilets in pavilions open at that time)	1.5 hours or longer	25 participants and spectators.	50 occasions /year
			50 participants and spectators.	25 occasions /year
<b>Parks, reserves and foreshore areas used for recreation.</b>	500 metres or greater	1.5 hours or longer	50 visitors	50 days/year or more ^
			or 25 visitors	100 days/year or more ^
<b>BBQ / Picnic Facilities</b>	300 metres or greater	1 hour or longer	25 patrons	50 days/year or more ^
			50 patrons	25 days/year or more ^
<b>Off Road Paths -Major Walking Paths</b> (continuous length of 2.5 km or more) [Range for spacing is 2.5 to 5 km]	2.5 km or more in both directions % Or no toilet anywhere adjacent to the path.	n/a	50 pedestrians or more	50 days/year or more (or 25 days/year for 4 hours per day)

**Table 1: Step One Evaluation (Continued)**

<b>Off Road Paths -Cycle Paths</b> (continuous length of 7.5 km or more) [Range for spacing is 7.5 to 15 km]	7.5 km or more in both directions % Or no toilet anywhere adjacent to the path.	n/a	50 cyclists or more	50 days/year or more (or 25 days/year for 4 hours per day)
<b>On Road Cycle facilities</b> (For roads or identified routes over 15 km in length)	15 km or more in both directions % Or no toilet anywhere adjacent to the route.	n/a	50 cyclists or more	50 days/year or more (or 25 days/year for 4 hours per day)
<b>Multiple Activity Groups</b> (with min. 25% of product of two right columns)	As above for each Group considered	As above for each Group considered	50 % of the product of the above factors for each of two Groups or equivalent.	
			33% or 25 % of the product of the above factors for each of three or four Groups, respectively.	

\* More than one toilet block may be required in large centres to meet distance criteria.

# Common areas within covered arcades or malls should be calculated at 5 sqm per patron as should showrooms.

^ Four hours on one day would be equivalent to two hours on two days etc. Also more users on fewer occasions will qualify provided the product of the number of users and number of occasions is reached or exceeded.

% Toilet must be visible from road or clearly sign posted

\$ Convenience Centres are unlikely to fully qualify but may meet 50%, 33% or 25% of the criteria.

**Table 2: Step Two Evaluation – Factors**

<b>Factor</b>	<b>Description</b>	<b>Maximum Score</b>
<b>Expected Usage</b> (no existing public toilet)	The level of usage expected for each User Group set out in Table 1 above, where the distance to the nearest existing public toilet is met or exceeded for this group.	3 for each qualifying User Group. (Shoppers only score once)
<b>Expected Usage #</b> (existing public toilet but proposed toilet significantly closer)	The level of usage expected for each User Group set out in Table 1 above, where the distance to the nearest existing public toilet is not met but the proposed toilet block is significantly closer.	1 for each relevant User Group (Shoppers only score once)
<b>Surveillance</b>	To what extent are the CPTED principles for building location met?	3
<b>Design (Safety)</b>	To what extent are the CPTED principles for building design for safety met?	2
<b>Design (ESD, access &amp; efficiency)</b>	To what extent are the relevant design standards for ESD, equity of access and efficiency met?	2
<b>Construction Costs</b>	What issues will lead to greater costs?	1
<b>Council Policy</b>	Is the proposal supported in a Master Plan or Strategy other than this Strategy?	2

# Where existing toilet is proposed to be demolished (needs major upgrade or is poorly located) score as "no existing public toilet."

**Table 3: Step Two Evaluation – Scoring Guide**

Factor	Score				
	0	0.5	1	2	3
<b>Expected Usage</b> (no existing public toilets for Activity Group)	Not relevant or no usage by this group	Some usage (25% or more of usage in Table 1)	Significant usage (50% or more of usage in Table 1)	Usage meets numbers in Table 1 for this group	Usage double or more the usage in Table 1
<b>Expected Usage</b> (existing public toilet within specified distance for Activity Group but proposed toilet significantly closer)	Not relevant or no usage by this group	Significant usage (50% or more of usage in Table 1)	Usage meets or exceeds numbers in Table 1 for this group	n/a	n/a
<b>Surveillance</b> [Objective should be to score at least 1, or better if possible]	No public surveillance (Find alternative location)	Only intermittent surveillance by passersby. (Consider alternative locations)	Moderate surveillance over most of day light hours.	High level of surveillance during day light hours	High level of surveillance for most of day.
<b>Design (Safety)</b> [Score 1 if design not available]	No provision (Redesign)	Only minimal provision	Only average standard of provision	High standard of provision.	n/a
<b>Design (ESD, access &amp; efficiency)</b> [Score 1 if design not available]	n/a	Statutory obligations only.	Statutory obligations plus basic provision in unregulated areas.	High standard of provision	n/a
<b>Construction Costs</b>	Costs of connecting to services (sewerage or power) high	Site conditions add some costs above normal (inc. service costs)	No unusual costs.	n/a	n/a
<b>Council Policy</b>	No relevant Master Plans or Strategies.	General support in another Council Strategy.	Included in a detailed Master Plan	Given a high priority in a detailed Master Plan	n/a

While the location and design of new public toilets for safety, is included in the scoring system, every effort must be made to select a design and location that maximises public safety.

Similarly, ESD, equity of access and efficiency are part of the scoring system however all new public toilets must be designed with these principals in mind and a high level of adherence to these principals achieved.

Finally, for a proposal to be put forward for funding in Council's Five Year Capital Works Program a minimum point score of 6 should be obtained. Funding is not guaranteed as proposals for new public toilets must compete against other capital works projects for funding.

### **3.4. Star Rating of Public Toilets**

A star rating of existing public toilets is proposed as a tool to priorities facilities for improvement (maintenance, rehabilitation or upgrade) and to measure Council's performance in this area. The star rating can also be used to set objectives for overall performance or performance in specific areas (Performance Criteria).

The concept of star rating local government infrastructure has been developed in Victoria through asset management initiatives sponsored by the Municipal Association of Victoria. The star rating should reflect how well council is doing against the things the community said were important. Through better definition of our services we know what we provide to the community and at what cost. The star rating system proposed is set out in Appendix C which also provides more background information on star rating systems.

An audit has been conducted of all existing toilets and the results are summarised in Table 4 below. Initial target ratings are also set out which should be used to produce detailed maintenance and rehabilitation programs with costs, for further consideration by Council. Maintenance and rehabilitation programs should be funded from the existing Building Maintenance Program which may need review.

Minimum targets have been set for different categories of toilets. Toilets in Commercial or high-use recreational areas must achieve a 3.5 star rating. They must also be fully accessible for disabled users, recognising that these are the areas where disabled users are most likely to frequent. All other existing facility will be required to meet 3.0 stars. The selection of the star ratings provides a target that is cost effective to achieve whilst providing an acceptable standard for toilets. A 3 star facility provides a good functional layout, is clean and easy to maintain and provides all basic facilities.

New facilities will be required to meet a 4.0 star rating, regardless of location.

**Table 4: Rating of Existing Public Toilets**

<b>Concept (Performance Criteria)</b>	<b>Lowest Rating</b>	<b>Highest Rating</b>	<b>Average Rating</b>	<b>Initial Target Rating</b>	<b>Number below Target</b>
Environmentally Sustainable Design (ESD)	2.3	4.8	3.5	<b>3.0</b>	26
Crime Prevention through Environmental Design (CPTED)	2.1	4.7	3.4	<b>3.0</b>	25
Accessibility	2.0	5.0	3.3	<b>3.0</b>	62
Efficiency / Design	2.2	5.0	3.4	<b>3.0</b>	15
Cleanliness / Tidiness	1.5	4.0	2.6	<b>3.0</b>	99
Ancillary Features	1.0	4.5	2.1	<b>2.0</b>	50
<b>Overall</b>	<b>2.3</b>	<b>4.0</b>	<b>3.1</b>	<b>3.0</b>	<b>50</b>

### 3.5. Program of Works

#### Toilet block refurbishment

A target of 3 stars for all toilets has been set, with 3.5 stars for toilets in commercial and high-use recreational areas. Commercial and high-use areas will also be made fully Disability Discrimination Act (DDA) compliant. The ultimate aim is to provide full disabled access to all toilets, however in the first instance this will only be applied to high-use sites. If a specific need is identified, or a request is made by the community, for disabled access to a non high-use site then this will be accommodated through the refurbishment process.

It is anticipated that most public toilets will require some level of refurbishment works to modernise the facility. The condition of the building will be considered in determine the scope of works. Some facilities may require replacement where those facilities have reached the end of their useful life and cannot be economically refurbished.

This work will be generally conducted in accordance with the principles set out in Appendix A of the strategy. As a general guide the works will include:

- Painting in light colours
- Internal tiling and graffiti proofing
- Enhancements to access (including DDA compliance internally and externally for high profile sites); and
- Signage enhancements.

It is anticipated that the refurbishment works will be conducted over one or two years through the Building Refurbishment Program.

### New blocks

The project selection criteria used outlined in Section 2.3 has been used to develop a program of works for new toilet block construction. Those blocks deemed to be in a condition that cannot be economically refurbished will be replaced with a new facility.

A standard modular toilet block design as described in the strategic objectives will be used in all cases. In areas of higher usage additional cubicles may be added to service the demand.

A number of requests for new, upgrade or replacement toilets have been received by Council over the past 2 years and these have been awaiting the preparation of this strategy before they could be assessed. An initial program of works has been prepared in priority order and is set out in Table 5 above. Appendix D attached contains more information on the assessment of requests for new toilet blocks. Requests for upgrades or replacements have been assessed based on the Strategic Objectives, the Star Rating system and usage of the particular facilities and the results are summarised in Appendix E. Some of these requests will need further assessment and are therefore not included in the initial program of works.

### Rationalisation

Two facilities have been identified for rationalisation in the initial assessment. Both facilities have reached the end of their useful life and no longer meet the usage requirements identified in Strategic Objective 3.2. The two facilities are:

#### **Romney Park Reserve, Tootgarook**

This facility is structurally at the end of its useable life. It has been the subject to vandalism on several occasions and is currently locked. The block was originally installed to service netball courts that used to be present at the reserve; however these have been removed and current usage is no longer high enough to warrant replacement with a new facility.

#### **Percy Cerutti Reserve, Portsea**

The facility is structurally at the end of its useable life. It is poorly located in the reserve, on the opposite side of the oval from the carpark. The reserve enjoy reasonable usage through structured activities, in which case toilet facilities within the pavilion can be access by users. Outside of these times the usage levels do not warrant replacement with a new facility.

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## Design and Location Guidelines for Public Toilets

### 1. INTRODUCTION

When a toilet is to be renewed or a new toilet is to be provided, effective planning and design needs to be undertaken to ensure that the installation of toilets achieves the desired benefits for the community while minimising the opportunities for negative impacts including ant-social behaviour.

The design and location of public toilets will have a major impact on residents and visitors enjoyment of the Peninsula and all it offers. The provision of well designed and located public toilets can also have positive impacts on economic activity and the environment.

There needs to be a balance between the provision of toilets to meet new demands and the ability of Council to sustain a network of toilets at the level of quality required to meet community expectations.

### 2. MAJOR DESIGN PRINCIPLES

The Major Design Principles provide general guidance for designers without the need to resort to specific design solutions.

#### Location

The Toilet should be located in a highly visible area with the entrance orientated to the nearby activity. The immediate vicinity will be free of other facilities which might give people an excuse to loiter in the vicinity of the toilet.

Co-located facilities will work better when they are only open when the host facilities are open. Managers of the combined facilities are then able to exercise guardianship over the toilets.

#### Crime Prevention

Design shall incorporate features which minimise the opportunities for vandalism, graffiti and anti-social behaviours which have been associated with public toilets. Crime Prevention through Environmental Design (CPTED) principles shall be applied to reduce the opportunity for criminal and anti-social behaviours in and near the toilet block and to engender a sense of confidence in the safety of the toilet.

Encourage use of the surrounding space by relocating or installing 'activity generators' such as street furniture etc. within sight of the public toilet (but not so close as to encourage loitering outside the toilets) or locate where these facilities already exist.

#### Life Cycle Cost Management

The design of the toilet will seek to optimise the total life cycle cost to Council by incorporating features which reduce operation and maintenance costs while maintaining a high level of satisfaction among users with hygiene and appearance.

Modular design options should also be considered where appropriate to reduce costs.

## Design and Location Guidelines for Public Toilets

### Sustainability

The design of the facility will incorporate, as far as is practicable, environmentally sustainable design features.

### **3. DETAILED DESIGN GUIDELINES**

#### Site Opportunities and Constraints

The proposed location of a public toilet plays a critical part in the success of a facility as even the best designed toilet will fail if not correctly sited. Both the toilet and users should be visible and preferably located near areas of high activity. This latter requirement is to increase surveillance and also use of the facility.

Co-location with a parent building enables the management of cleaning and monitoring of the facilities to be coordinated with normal operating hours and for the facilities to be locked at other times. Where direct external access is available, casual use outside opening hours can also be permitted where desirable.

For economic reasons, toilets should also be designed and sited to avoid the need for a rising sewer main if possible. Use of local waste treatment systems (secondary treatment plants) or composting toilets can be explored where appropriate.

#### Sustainability

Greywater or stormwater collection for flushing should be considered. The use of solar power for water heating or lighting should also be considered where practicable and required.

Consider the use of recycled materials or materials with low embodied energy but only if they meet other requirements.

#### Visibility

Visibility is a key underlying strategy of crime prevention as it discourages anti-social behaviour by providing natural supervision of the facility and a lack of opportunity for unsupervised activity. Inappropriate behaviour in or near toilet blocks is mostly associated with buildings being located away from public scrutiny.

#### Orientation

In addition to normal building orientation issues the most significant factor in public toilet orientation is to ensure that entrances are visible, with good fields of view from activity areas.

#### Approaches

It is important that the planning for a new toilet block considers all angles of approach to the facility particularly from any nearby activity area. It is important that nothing in the immediate environment undermines the intent of the design. For this reason planning to manage issues such as accessibility, visibility and other issues needs to include the surrounding area.

## Design and Location Guidelines for Public Toilets

### Vegetation

Vegetation should not obstruct visibility of the facilities and should be designed to avoid dark areas and/or hiding places. Clearance under trees should be at least two metres

### Accessibility

Each public toilet shall comply with Australian Standards AS1428 to ensure access to the building and fit out of the building are both suitable for people with disabilities. Access should recognise wheelchair users, mothers with prams (double) and those with ambulant disabilities as well as those with other disabilities such as limitations in visual capacity.

Access to the site from the surrounding area and parking areas must also be considered.

### Type of Construction

Public toilets should be vandal-resistant and conform to the Building Code Australia, with modular or individually designed facilities chosen; depending upon the project budget, type of facility (free standing or not) and civic prominence of the proposed location.

Non flammable materials should be used to prevent fires and any opportunity to start a fire should be minimised by the design and management of the toilet.

### Modular Units

For modular, free standing public toilets:

1. The smallest module ("**Single Module**") is to be used in areas where the loss of service due to maintenance and/or repairs will have little impact. It shall consist of a single self-contained unisex unit with fittings for persons with disabilities and change facilities for infants.
2. The "**Standard Module**" is to be used in areas where loss of service due to maintenance procedures and/or repairs is undesirable. It shall consist of two self-contained unisex units (left and right hand layout) with fittings for persons with disabilities and change facilities for infants.
3. The "**Family Module**" is to be used where young children form a higher than normal percentage of the users. It shall consist of a modification to 1 or 2 with extra space to provide room for an adult, accompanying children, and a pram. This can also include an extra, "junior" toilet pan and a seat for carers if warranted.

### On-site Construction

The cubicle and lobby design has a major impact on the floor plan of a public toilet. The main variable is the extent to which a cubicle is screened. Depending upon the site conditions the following design options can be considered.

## Design and Location Guidelines for Public Toilets

1. A translucent screened, approach or hand basin lobby can provide privacy while maintaining some visibility. Screens should be lightweight but dark in colour with continuous gaps to the floor.
2. Self-contained cubicles opening directly onto public spaces with no lobby.
3. Cubicles opening directly onto public spaces with hand basins in public areas.

Where a cubicle opens directly onto public space, a generous overhang or verandah should be considered as a shelter from rain and sun. Pneumatic or sprung door closers should also be considered if the toilet is located in an area regularly impacted by wind (such as in open fields and coastal areas).

For the renovation of traditionally designed public toilet blocks, the maze entry can be removed or replaced to achieve either Option 1 or 3 above. If the cubicles are large enough Option 2 may be possible. Continuous gaps to the bottom of cubicle walls (e.g.150 mm) and doors should be provided along with 'permeable' screens to the area between the top of the door and the underside of the roof. This provides security while allowing ventilation and some natural light. Blind corners should be removed through this redesign.

Where appropriate, murals can be painted on the facility featuring local artists and depicting conservation, environment or community themes.

### Configuration

The Building Code Australia provides guidance on the sanitary fixtures required for various activities and types of patron. It is considered appropriate that a similar provision be used for public toilets based on normal or common levels of activity.

Unless demand predictions indicate greater demand levels, public toilets can be provided as a unisex (genderless) single cubicle, exiting direct to a public area. The cubicle will be designed to meet disability access standards and may be self cleaning.

The following ancillary features should be considered for most locations in addition to sanitary pans (and urinals where provided), toilet paper dispensers, hand basins and rubbish bins.

- Baby changing facilities
- Sharps bin
- Sanitary bin
- Hand dryers
- Mirrors (Stainless steel is generally preferable to glass).
- Clothing hooks.
- Concealed soap dispensers.

## Design and Location Guidelines for Public Toilets

- A water bubbler and drinking facility for pets on the outside or nearby, if not available in the general area.

The likelihood of vandalism and the needs of expected users should be considered when providing these facilities. Premium sites of high civic importance should contain all or most of the above. Premium sites in family orientated areas may also warrant the provision of a separate change and feeding room.

Exposed cisterns should be avoided as they can be easily vandalised. The ideal option is for the cistern to be housed in a separate room or duct only accessible by maintenance staff. For refurbishments the cistern can be housed behind a false wall with adequate width (750 to 900 mm) for servicing.

The provision of urinals can be undesirable as solid walls and lobby space will be needed for privacy which may encourage loitering. Where sports pavilions are upgraded to co-locate public toilets, they may (depending on the sport and normal spectator mix) incorporate a limited number of urinals.

### Ventilation

Malodour is sometimes a problem associate with public toilets and an effective ventilation system whether natural or mechanical shall be provided. As much natural ventilation as feasible should be provided.

### Signage

Signage and labelling (to, at and within public toilets) should be clear and legible and be in accordance with AS 1428 and AS1742. In addition to normal labelling (male, female, disabled toilets etc) on the building, a sign or signs shall be provided in a conspicuous location providing the following information:

- Council Logo
- Name of toilet block and/or identifying address or designation.
- Hours of opening and times of year (if use is seasonal).
- Location of nearest permanently open facility if use is restricted in hours or seasons.
- Contact number if problems with usage. This number will be the Council's Call Centre who will refer any issues to Council's contractor.

It is important that all public toilets can be easily found. Consequently, directional signage for all relevant User Groups should be provided and the distance to the toilet included where the location is not obvious.

### Lighting

Adequate and consistent lighting of the area around and within public toilets is essential for users to have confidence when approaching and using the facilities at night. The lighting design should provide a high level of internal lighting for night use while minimising utility costs and opportunities for vandalism. This approach will require the use of efficient light sources, possibly automatic switching and high

## Design and Location Guidelines for Public Toilets

mounted and vandal resistant fittings. The use of blue (ultraviolet light) is not recommended.

For day time use consideration should be given to maximising natural light by:

1. Installation of skylights.
2. Use of clear or translucent roofing materials.
3. Use of metal mesh lobby screens (also good for safety).

### Street Furniture

Street furniture such as noticeboards, seating rubbish bins and the like are not to be provided in the immediate vicinity of the public toilet. No facility which provides an excuse to gather or loiter in the vicinity of the toilet is to be installed close by. The provision of these facilities an appropriate distance away is encouraged however, as it will improve surveillance of the public toilets.

### Impact on locality

Given the need for high levels of visibility, public toilets will inevitably have an impact on the locality where they will be sited. Consideration should be given to the external form and materials so that they are sympathetic to the local environment. Whatever the solution, it should not compromise CPTED design principles.

### Maintenance and Cleaning

The design shall provide for easy and effective cleaning which addresses bacterial issues as well as appearance.

The design shall ensure that:

- surfaces are easy to clean and remain stain free,
- areas where dirt and rubbish might accumulate or insects, birds and rodents can inhabit, are eliminated,
- easily replaceable fixtures that are resistant to vandalism are used, and surface materials used are resistant to graffiti.

## Design and Location Guidelines for Public Toilets

### 4. REFERENCE DOCUMENTS

1. Disability Discrimination Act 1992 (Commonwealth)
2. AS 1428.1 Design for Access and Mobility. Part 1: General Requirements for Access – New Building Works, Standards Australia
3. AS 1428.2 Design for Access and Mobility Part 2: Enhanced and Additional Requirements – Buildings and Facilities, Standards Australia
4. AS 4031 Non-reusable Containers for the Collection of Sharp Medical Items Used in Health Care Areas, Standards Australia
5. AS/NZS 1680.0 Interior Lighting – Safe Movement, Standards Australia
6. AS/NZS 1158.6 Lighting for Roads and Public Spaces, Standards Australia
7. AS/NCS 1742 Manual of Uniform Traffic Control Devices
8. Building Code of Australia 2005, Building Code Australia Board

## Finishes, Fixtures and Fittings for Public Toilets

### 1. INTRODUCTION

All building finishes should be robust, impact-resistant, weather-resistant, easily cleaned and graffiti-resistant.

All fixtures and fittings should be robust and secure to ensure they are as vandal proof as possible and replacements should be readily available from major manufacturers. Do not provide unnecessary washroom equipment as many proprietary fittings are readily vandalised.

### 2. FLOOR AND WALL FINISHES

Floor and wall finishes should be light, bright colours to promote the perception of a safe and clean space.

- Floor surfaces must be non-slip.
- Floors should be sloped (possibly to an internal drain), to avoid the accumulation of water inside.
- Painted bricks are preferred for ease of graffiti removal. All facilities should be painted in Dulux Portland Stone across the Shire for uniformity.
- Doors and trims are to be painted in Dulux Mist Green, again for uniformity.
- Stainless Steel splashbacks are preferred around wash areas as they are easy to clean and highly vandal-resistant.

### 3. PLUMBING FIXTURES AND FITTINGS

- Stainless steel basins and urinals should be used.
- Dual flush concealed cisterns should be used.
- Automated or waterless urinals should be used where the plumbing system allows for adequate flushing of pipes to avoid the build up of struvite.
- Stainless steel drainage pipes under hand basins should be considered to resist vandalism
- Porcelain pans (with a seat) are the standard fitting; however stainless steel should be considered where there is a history of vandalism.
- Supply and drainage pipes to be concealed in duct where possible.
- Exposed drainage pipes to be chrome-plated.
- Water efficient taps with flow regulators and spring switches or time controlled are preferable to save water. (Minimum AAAA rating)

### 4. GENERAL HARDWARE AND FITTINGS

- Locks and door handles must be sensitive to users with disabilities.

### Finishes, Fixtures and Fittings for Public Toilets

- Door hinges should allow access in an emergency (i.e. doors outward opening or removable)
- Mirrors, if provided, should be stainless steel unless the site is a premium site with very high surveillance and use.
- Grab rails as required by current version of AS 1428.1, must be secured to the structural frame or solid block work.
- The provision of shelves should be considered. Basins can be selected that have useful flat areas to act as shelving.
- Electric Hand dryers are generally preferred. Paper towel dispensers and soap dispensers generally should not be provided unless in a premium site.
- Multi-roll toilet paper dispensers are preferred and should be standardised through the refurbishment process.
- Fold-down baby change tables can be used, otherwise incorporate changing surface into stainless steel vanity bench where required.
- Sharps containers must be mounted inside cubicles and on external walls to enable 24-hour access. Position out of reach of children (1.6 m above floor level).

#### **5. ANTI-GRAFFITI FINISHES AND TREATMENTS**

- Brick and concrete block surfaces should be rendered and painted with anti-graffiti coatings in problem areas.
- Consider the use of murals or panels of darker colours on external surfaces.
- Consider the use of low-level landscaping along walls to provide a buffer. This buffer can present a physical and symbolic barrier.

## Appendix C

# Star Rating for Public Toilets

### 1. INTRODUCTION

A star rating of existing public toilets is proposed as a tool to priorities facilities for improvement (rehabilitation or upgrade). The star rating can also be used to set objectives for overall or targeted improvements for some or all user types.

### 2. BACKGROUND

Asset management is fundamentally about delivering a defined level of service at the minimum lifecycle cost. An inherent problem with Local Government is that with the wide range of services that are being provided, it is difficult to gain a complete understanding or definition of these services, let alone understand the level to which we are providing them.

It is important to clearly define levels of service (LoS) to inform customers of the proposed LoS be offered, and to define strategies in order to deliver this LoS in the most cost-effective manner. While it is important to focus on the proposed LoS, it is more critical to understand the current LoS being delivered and to understand and address the gap between the two.

By applying simple criteria of quality, quantity, reliability, accessibility and safety, the LoS can be clearly articulated. For public toilets, we generally know the condition of the infrastructure, but are unsure if this satisfies the expectations of the community.

A simple to use star rating can be developed for public toilets based on a scale of 1 to 5 with 5 being the highest rating and 1 being the lowest. This system can be used to priorities facilities for improvement (rehabilitation or upgrade).

### 3. DISCUSSION

The concept of star rating local government infrastructure has been developed in Victoria through a group of pilot councils and the MAV STEP providers. It builds upon earlier work but has allowed councils to express the system in divergent ways that best serve their perceived needs. The espoused motive behind the infrastructure star rating system is to provide councils with an additional strategy by which they are able to reduce their asset renewal gap. In practice the outcomes achieved are mixed and councils have used it to communicate information about the services provided and to benchmark these services. They have also been used to access how well stated objectives have been met.

A five star service in one council cannot readily be compared to a five star service in another Council as different criteria and objectives are likely to have been set. The star rating should be how well council is doing against the things the community said were important. With experience, it is anticipated that an acceptable range of values can be developed.

## **Appendix C**

### **Star Rating for Public Toilets**

For the purpose of this strategy a star rating of 3.5 has been selected as the minimum standard for public toilets in commercial and high-use recreational areas. They will also be required to be fully accessible by disabled users. All other existing facilities will need to meet a 3.0 star minimum. All new facilities, regardless of location, will be required to meet 4.0 stars.

#### **4. CONCLUSION**

Through better definition of our services we know what we provide to the community and hopefully at what cost. We cannot continue to build new public toilets without understanding the impact on the existing facilities i.e. the LoS to be provided.

By defining the LoS being provided we are able to assist our elected members to make informed decisions.

## Star Rating for Public Toilets

Concept (Performance Criteria)	Element	Weighting (W)	Rating (R, 1 to 5)	Score (S=W*R)	Key Questions
Environmentally Sustainable Design	Water usage	2	3	6	To what extent have water saving devices been installed? Score 1 for each measure i.e. dual flush cistern, automatic tapes, waterless urinal, water tanks etc
	Energy consumption	2	3	9	What is the level of energy consumption on a scale of 1 to 5? Five (5) represents lowest energy usage possible. A rising sewer would reduce score.
	Waste Disposal	1	4	4	Connected to sewer - score 5, Connected to modern local treatment plant score 3, connected to basic septic, score 1.
	Natural light and ventilation.	1	5	5	Score 5 if excellent level of natural light and ventilation provided. Score 1 if little or no natural light and ventilation.
	<b>Criteria Score</b>			<b>Total Score/6</b>	
Crime Prevention through Environmental Design (CPTED)	Natural Surveillance / Location	2	4	8	Does the selected location provide natural surveillance or have other measure to improve surveillance been taken?
	Orientation and Access Control	2	4	8	Is the entrance clearly visible and blind areas eliminated?
	Territorially	1	3	3	Is the site clearly defined as a safe public place?
	Ease of Maintenance	1	3	3	Does the design facilitate easy and efficient maintenance?
	<b>Criteria Score</b>			<b>Total Score/6</b>	
Accessibility	Ease of access from supported activities	2	4	8	Can intended users easily access the facility? Consider adequacy of directional signage.

## Star Rating for Public Toilets

	Disabled Access	3	4	12	Is access for disabled provided within and to the facility? Are appropriate hardware, fixtures and fittings provided?
	Hours of operation	1	3	3	Score 5 if open 24/7, 3 if open for full duration of main activity served.
	<b>Criteria Score</b>			<b>Total Score/6</b>	
Efficiency / Design	Ventilation and Lighting	2	3	6	Is the facility adequately ventilated and lit.(Can be mechanical and powered)
	Floor and wall surfaces	2	3	6	Score 1 to 5 against Appendix B.
	Functional layout	2	3	6	
	<b>Criteria Score</b>			<b>Total Score/6</b>	
Cleanliness / Tidiness	Internally	3	3	9	
	External & Surrounds	3	1	3	
	<b>Criteria Score</b>			<b>Total Score/6</b>	
Ancillary features		3	5	15	Score 1 for no ancillary features. Add 0.5 for each additional feature (Refer to Appendix A Page A4)
	<b>Criteria Score</b>			<b>Total Score/3</b>	
<b>Grand Total</b>		<b>33</b>		<b>123</b>	
<b>Overall Star Rating (1 to 5)</b>				<b>Grand Total/33</b>	

**PUBLIC TOILET DRAFT STRATEGY  
APPENDIX D**

**Summary of Project Selection Results**

Proposal	Activity Group	Distance to Nearest Existing Public Toilet	Criteria Met	Duration of Stay	Criteria Met	No of Potential Users	Frequency of Use (Days)	Criteria Met	Percent Demand Criteria Met	Progress to Step Two Evaluation	Remarks	
Boneo Road Shops, Rosebud	Shopping	100m away in Rosebud Plaza, 150m away on foreshore	No								Public Toilets at Rosebud Plaza service the shopper-driven demand. For the low level of demand outside these times there is a toilet on the foreshore	
Butler Reserve, Mornington	Recreation			Less than 1 hour	50%	10	50	20%	10%	10%	No	Master Plan prepared. Small playground and limited BBQ facilities. Seems to be used by locals only. Unlikely to attract a high level of long-term demand.
Civic Reserve, Mornington	Recreation	Facility 400m away, although facility is highly used	Yes	Less than 1 hour	67%	50	75	150%	101%	101%	Yes	Visitor centre will be required by BCA to provide its own toilets.
Cook Street, Flinders (Playground on DSE land) (1186)	Recreation	235 m (Existing toilet in good condition)	No								No	Demand is low and existing public toilet only 235 m away.
Dromana Secondary College	Sporting Fields	>2km to Hillview reserve	Yes								No	Potential to utilise existing school facilities. Liaise with school.

**PUBLIC TOILET DRAFT STRATEGY  
APPENDIX D**

**Summary of Project Selection Results**

Hastings Foreshore north (817) (Babington Park)	Motorists	< 15 minutes	No							200%	Yes	Toilet dump facilities, showers, parking, power?
	BBQ / Picnic Facilities	> 500m	Yes	1 hour plus	100%	25	50	100%	100%			
	Recreation	> 500m	Yes	1.5 hours plus	100%	25	100	100%	100%			
Hasting Lease Free Area	Recreation	>500m	Yes	1.5 hours plus	100%	25	100	100%	100%	100%	Yes	
Hillview Community Reserve, Dromana	Recreation	Nearly 3 km	Yes	2 hours plus	133%	40	50	80%	107%	572%	Yes	Masterplan to create BBQ / Picnic facilities with BMX track. Lease free area and access to walking tracks in Arthurs Seat State Park. Site near the road to maximise surveillance and provide facilities for shoppers
	BBQ / Picnic Facilities	Nearly 3 km	Yes	1 hours plus	100%	75	75	450%	450%			
	Shoppers	Nearly 3 km	Yes	30 min	50%	15	N/A	30%	15%			
Lawson Reserve, Rosebud (1189)	Recreation	900m away on foreshore reserve	Yes	1 hour	67%	20	50	40%	27%	67%	No	Small playground and limited BBQ facilities. Seems to be used by locals only. Unlikely to attract a high level of long-term demand.
	BBQ / Picnic Facilities			1 hour	100%	10	50	40%	40%			
Mornington Bus interchange	Shoppers	260m	Yes	2 hours	133%	150	N/A	300%	399%	699%	Yes	
	Motorists / Bus Patrons	Greater than 15 minutes to next nearest facility in both directions	Yes	N/A	100%	50	200	300%	300%			
Mount Eliza Reserve near netball courts	Sporting Fields	A number of facilities nearby with restricted access.	No								No	Access should be obtained to toilets in other Council facilities nearby.

**PUBLIC TOILET DRAFT STRATEGY  
APPENDIX D**

**Summary of Project Selection Results**

Mount Martha Eco Park, Glenisla Drive	Recreation	800m from nearest facility	Yes	1 hour	67%	25	100	100%	67%	117%	Yes	Identified in Mt Martha Eco Park master plan
	BBQ / Picnic Facilities	800m from nearest facility	Yes	1 hour	100%	25	25	50%	50%			
Safety Beach Forshore near Mason Street	Recreation	750 m to nearest toilet.	Yes	1.5 hours plus	100%	100	25	100%	100%	100%	Yes	
Tassells Beach, Safety Beach	Recreation	Toilets at Yacht Club 350-400 m but via stairs or lifts.	No								No	
Tyabb Commercial Area	Shoppers	200 m from existing facility (old)	Yes	1 hour	67%	75	N/A	150%	100%	133%	Yes	Requested by Mr Ben Loois JP through Cr Bowden
	Recreation	> 500m	Yes	1 hour	67%	50	25	50%	33%			
Vern Wright Reserve (1277)	Recreation	> 800 m	Yes	1.5 hours plus	100%	25	100	100%	100%	180%	Yes	Rosebud West Community Renewal project. Facilities have ben significantly upgraded recently, park attracts users from beyond local area.
	BBQ / Picnic Facilities	> 800 m	Yes	1 hour plus	100%	20	50	80%	80%			
Waterfall Gully Road Shops	Shoppers	>500 m	Yes	Less than 1 hour	66%	40	N/A	80%	53%	53%	No	

NB: If another facility is located within the specified distance of the proposed location then the proposal will not be considered any further. The only exception will be if demand exceeds the capacity of the existing facility.

## Initial priority for new works

## INITIAL PRIORITY FOR NEW WORKS

Proposal	Activity Group	Expected Usage	Sub-Score	Total Score	Surveillance	Score	Design (Safety)	Score	Design (ESD, access and efficiency)	Score	Construction costs	Score	Council Policy	Score	Overall Score	Rank
Tyabb Commercial Area	Shoppers	Usage meets the numbers in Step 1	2	2.5	High level of surveillance during daylight hours	2	No design available	1	No design available	1	No unusual costs	1	Included in a detailed Masterplan	1	8.5	1
	Recreation	Some Usage (25% or more of usage in Step 1)	0.5													
Mornington Bus interchange	Shoppers	Usage meets or exceeds the numbers in Step 1 (existing)	1	2	High level of surveillance for most of day / night	3	No design available	1	No design available	1	No unusual costs	1	No relevant Masterplans or Strategies	0	8	2
	Motorists (Bus users)	Significant usage (50% or more of usage in Step 1)	1													
Hastings Foreshore north (817) (Babington Park)	Motorists	Significant usage (50% or more of usage in Step 1)	1	3	High level of surveillance during daylight hours	2	No design available	1	No design available	1	No unusual costs	1	No relevant Masterplans or Strategies	0	8	2
	Recreation	Significant usage (50% or more of usage in Step 1)	1													
	BBQ	Significant usage (50% or more of usage in Step 1)	1													
Hillview Community Reserve, Dromana	Recreation	Significant usage (50% or more of usage in Step 1)	1	2.5	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	No unusual costs	1	Included in a detailed masterplan	1	7.5	4
	BBQ	Significant usage (50% or more of usage in Step 1)	1													
	Shoppers	Some Usage (25% or more of usage in Step 1)	0.5													
Vern Wright Reserve	Recreation	Significant usage (50% or more of usage in Step 1)	1	3	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	No unusual costs	1	General support in another Council Strategy	0.5	7.5	4
	BBQ	Usage meets the numbers in Step 1	2													
Mount Martha Eco Park, Glenisla Drive	Recreation	Significant usage (50% or more of usage in Step 1)	1	2	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	Site conditions add some costs above normal (inc. service costs)	0.5	Included in a detailed masterplan	1	6.5	6
	BBQ	Significant usage (50% or more of usage in Step 1)	1													
Hastings Foreshore Reserve (Lease Free area opp. Cool Store Rd)	Recreation	Usage meets the numbers in Step 1	2	2	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	No unusual costs	1	No relevant masterplans or strategies	0	6	7
Safety Beach Foreshore near Mason Street	Recreation	Usage meets the numbers in Step 1	2	2	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	Site conditions add some costs above normal (inc. service costs)	0.5	No relevant Masterplans or Strategies	0	5.5	8

Initial priority for new works

Civic Reserve Mornington	Recreation	Significant usage (existing)	0.5	0.5	Moderate surveillance over most of daylight hours	1	No design available	1	No design available	1	No unusual costs	1	No relevant Masterplans or Strategies	0	4.5	9
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