



SUBMISSIONS COMMITTEE MEETING

AGENDA

Wednesday 15 June 2022

at 4:00 PM

COPACC

95 - 97 Gellibrand Street, Colac



COLAC OTWAY SHIRE SUBMISSIONS COMMITTEE MEETING

Wednesday 15 June 2022

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COLAC OTWAY SHIRE

SUBMISSIONS COMMITTEE MEETING

NOTICE is hereby given that the next **SUBMISSIONS COMMITTEE MEETING OF THE COLAC OTWAY SHIRE COUNCIL** will be held at COPACC on Wednesday 15 June 2022 at 4:00 PM.

AGENDA

1 DECLARATION OF OPENING

OPENING PRAYER

*Almighty God, we seek your
blessing and guidance in our
deliberations on behalf of the
people of the Colac Otway Shire.
Enable this Council's decisions to be
those that contribute to the true
welfare and betterment of our community.*

AMEN

2 PRESENT

3 APOLOGIES AND LEAVE OF ABSENCE

4 WELCOME AND ACKNOWLEDGEMENT OF COUNTRY AND REASON FOR MEETING

Colac Otway Shire acknowledges the original custodians and law makers of this land, their elders past and present and welcomes any descendants here today.

RECORDING AND PUBLICATION OF MEETINGS

Please note: This Committee meeting will be audio recorded and live streamed, with the exception of matters identified as confidential items in the Agenda. This includes the public participation sections of the meetings.

By participating in open meetings, individuals consent to the use and disclosure of the information they share at the meeting (including any personal and/or sensitive information).

Recordings of meetings will be available to the public on Council's website as soon as practicable following the meeting. Audio recordings are also taken to facilitate the preparation of the minutes of open Council and Committee meetings and to ensure their accuracy. Original audio recordings will be retained by Council for a period of four years.

As stated in the Governance Rules, other than an official Council recording, no video or audio recording of proceedings of Council Meetings will be permitted without specific approval by resolution of the relevant Council Meeting.

This meeting will be livestreamed to the public via Council's You Tube channel (search Colac Otway Shire Council at www.youtube.com).

The sole purpose of this Submissions Committee Meeting is to hear persons who indicated they wish to speak in support of their written submission to the:

1. 2022-23 Draft Budget.
2. Public Toilet Strategy.

5 DECLARATIONS OF INTEREST

A Councillor who has declared a conflict of interest, must leave the meeting and remain outside the room while the matter is being considered, or any vote is taken.

6 CONFIRMATION OF MINUTES

- Submissions Committee meeting held on 13 April 2022.

RECOMMENDATION

That the Submissions Committee confirms the minutes of the Submissions Committee meeting held on 13 April 2022.

7 VERBAL SUBMISSIONS

Item: 8.1

Public Toilet Strategy Submissions

OFFICER	James Myatt
GENERAL MANAGER	Ian Seuren
DIVISION	Development and Community Services
ATTACHMENTS	1. Draft Public Toilet Strategy For Consultation v 13 [8.1.1 - 76 pages]

1. PURPOSE

The purpose of this report is:

1. To provide background information for the hearing of verbal submissions on the draft Public Toilet Strategy.
2. To outline the next steps in the process of adopting the draft Public Toilet Strategy.

2. EXECUTIVE SUMMARY

At the 27 October 2021 Council meeting, Council resolved to exhibit the draft Colac Otway Shire Public Toilet Strategy (draft Strategy) for the purpose of seeking feedback from the community. The draft Strategy was publicly exhibited between 3 November and 15 December 2021. An extension to the submission date was approved for a number of submitters on request, with the final submission received on 9 February 2022. A total of 18 submissions were received with two submitters requesting to be heard on the matter.

3. RECOMMENDATION

That the Submissions Committee:

1. ***Acknowledges and notes the verbal comments made in support of written submissions.***
2. ***Thanks the submitters for their submissions.***
3. ***Having heard all persons wishing to speak to their submission, recommends that Council consider all submissions to the draft Public Toilet Strategy at a future Council Meeting.***

4. KEY INFORMATION

A total of 18 written submissions have been received on the draft Public Toilet Strategy. Key themes raised in submissions include:

- Amenity, design and accessibility of public toilets.
- Provision of toilets on non-Council owned land and along the Great Ocean Road.
- Provision of toilets in Colac, Forrest and Lavers Hill.
- Provision of toilets at sporting facilities.
- Determination of net community benefit.
- Application of shared service agreements.
- How to determine priorities.

Some written submissions received relate to toilet specific issues rather than the strategic objectives and positions outlined in the strategy.

Two submitters wish to speak to their submission.

All submissions will be considered along with the final Public Toilet Strategy at a future Council meeting.

5. CONSIDERATIONS

Overarching Governance Principles (s(9)(2) LGA 2020)

The Governance Principles have been considered throughout the draft Public Toilet Strategy review process, with the following rule being regarded as having particular relevance:

- s(9)(2)(i) the transparency of Council decisions, actions and information is to be ensured; despite there being no legislative requirement, the draft Strategy has undergone a public exhibition and community engagement process. The Submissions Committee meeting is being held to give people an opportunity to verbally address the Committee in support of their written submissions.

Policies and Relevant Law (s(9)(2)(a) LGA 2020)

Not applicable.

Environmental and Sustainability Implications (s(9)(2)(c) LGA 2020)

Not applicable.

Community Engagement (s56 LGA 2020 and Council's Community Engagement Policy)

In accordance with Council's Community Engagement Policy, the draft Public Toilet Strategy was exhibited for public consultation, for a period of not less than six weeks. The consultation period commenced on 3 November 2021 and concluded on 9 February 2022. A meeting of the Submissions Committee was subsequently scheduled for 15 June 2022, to hear any person wishing to speak at the Committee meeting in support of their written submission.

Public Transparency (s58 LGA 2020)

Public transparency has been ensured through the public exhibition and community engagement process.

Alignment to Plans and Strategies

Alignment to Council Plan 2021-2025:

Theme 4 – Strong Leadership and Management

Objective 4: We support and invest in our people

Financial Management (s101 *Local Government Act 2020*)

Not applicable.

Service Performance (s106 *Local Government Act 2020*)

Not applicable.

Risk Assessment

Not applicable.

Communication/Implementation

Following the hearing of submissions, Council will consider all submissions and the final Public Toilet Strategy at a future Council Meeting. The outcome of that meeting will be communicated to the community via a number of ways. Those that made submissions to the draft Strategy will be informed of the outcome directly.

Human Rights Charter

Not applicable.

Officer General or Material Interest

No officer declared an interest under the *Local Government Act 2020* in the preparation of this report.

Options

To hear those submitters to wish to speak to their submission.

DRAFT

Colac Otway Shire Public Toilet Strategy **DRAFT**

October 2021

DRAFT

This document has been prepared by Colac Otway Shire Council with support from Ethos Urban.

VERSION NO.	DATE OF ISSUE	REVISION BY	APPROVED BY
13.0	21/10/2021	M. Bisits	M. Bisits
COLAC OTWAY SHIRE COUNCIL			
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Terms Used

Terms used

Australian Standard
(AS 1428)

Building Code of
Australia (BCA)

Changing Places
Toilet

Crime Prevention
Through
Environmental Design
(CPTED)

Disability
Discrimination Act
(DDA)

Ecologically
Sustainable Design
(ESD)

Public Toilet

Stand Alone

Co-Located

Unisex Facility

All Gender Facility

Ambulant Facility

Accessible Facility

Definition

AS 1428 specifies that new buildings must be capable of providing access to people with disabilities. Particular attention is focused on continuous accessible paths of travel for wheelchair users, access for people with ambulatory disabilities and access for people with sensory disabilities.

A uniform set of technical provisions to be incorporated into the design and construction of buildings and other structures within Australia.

Public toilet facilities that cater for people with severe or profound disabilities. These facilities incorporate full sized change tables tracking hoist systems, large circulation spaces and a centrally placed toilet with room for carers.

An approach to the prevention of crime focusing on the relationship between physical environments and those who use them.

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.

An integrated and holistic approach to design that aims to reduce negative environmental impacts and improve the health of building occupants. Principles of ESD include the promotion of renewable energy, reducing water use, inclusion of environmentally friendly building materials and optimising operational practices.

A facility containing one or more rooms/cubicles with one or more toilets or urinals which is available for use by the public without restriction during hours of operation. The facility may be mechanised or automated and consist of stand-alone, service-hosted and privately provided facilities.

A free-standing toilet building

A public toilet that is externally accessible and attached to, or within, an existing building structure such as a sport pavilion or a library.

A facility that is accessible to both males and females.

Terminology used to describe a facility that is accessible to all people regardless of gender, preferred over 'unisex' by the LGBTIQ community as it recognises that some members of the community do not identify as either male or female.

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.

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.

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Chapter 1

INTRODUCTION

Figure 1: Otways Mountains

1.1 Overview

The Project

Public toilets are vital community assets that contribute to the health and well-being of residents, workers and visitors to Colac Otway Shire (the Shire). Often unacknowledged, public toilets support the vitality, use, and accessibility of public places and spaces.

Colac Otway Shire Council (Council) has commissioned the preparation of this Public Toilet Strategy to guide decision-making regarding the provision, management, and maintenance of public toilet facilities in Colac Otway Shire. The project objectives are to:

- Establish a clear policy position on public toilets, supported by a Strategy that details a Purpose and Principles to guide decision-making for public toilets in Colac Otway Shire;
- Identify principles and decision-making tools to assist Council in determining projects on the basis of identified need; and
- Produce an action plan which provides a prioritised program of actions and works to implement the Strategy.

The Draft Public Toilet Strategy will be exhibited and will incorporate stakeholder and community feedback prior to being finalised and adopted by Council. The timeline is depicted below.

This Report

The Colac Otway Shire Public Toilet Strategy (the Strategy) sets out a strategic framework to guide the provision and management of Council owned public toilets across the municipality. The Strategy includes recommendations for addressing key gaps in the network and provides a framework to determine provision and management responsibilities.

The Strategy builds upon the Colac Otway Shire Public Toilet Strategy Background Review Report (the Background Report), prepared by Ethos Urban in December 2020. The Background Report identified key issues and challenges associated with public toilets in the Shire as well as best practices and trends in toilet provision and management. The Strategy contains further analysis and recommendations to guide Council decision-making for public toilets.

Core elements of the Strategy are:

- An analysis of relevant context and background information;
- A review of the existing network, based on an audit of facilities and benchmarking across industry standards;
- Strategic Purpose and Principles, Service Levels, Use Typologies;
- Recommendations for Council investment and management responsibilities; and
- A prioritised Action Plan to guide investment over the coming 10 years.

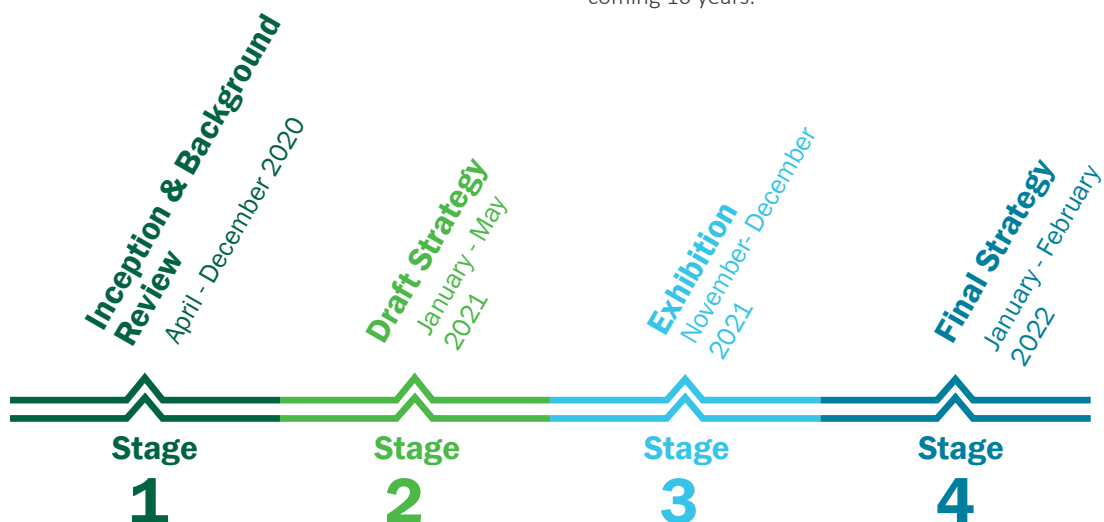


Figure 2: Project timeline

1.2 Public Toilets in Context

What is a Public Toilet?

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

A facility containing one or more rooms/cubicles with one or more toilets or urinals which is available for use by the public without restriction during hours of operation. The facility may be mechanised or automated and consist of stand-alone, service-hosted and privately provided facilities.

The Role of Public Toilets

Community Infrastructure

Introduced in the late nineteenth century as a response to public health concerns and to make cities more sanitary, public toilets provide an essential piece of community infrastructure which contribute to the enjoyment and amenity of a place. Public toilets should cater to residents, workers, visitors, and those experiencing homelessness. They can support increased use of open space, and increased participation in local social, economic, and recreational activities.

The provision and governance of public toilets can be complex. While there is no statutory or legislative requirement for Councils to provide public toilet facilities, Colac Otway Shire Council is committed to creating healthy, safe places that enhance wellbeing and to providing assets and services that meet community needs.¹

Tourism

Public toilets also play an important role in tourism. Research has shown that toilets are one of the most important aspects of a holiday experience, particularly for road trips. Regardless of the destination, the need for public toilets is present for all travellers, and the provision of safe, clean, and accessible toilets can greatly contribute to positive perceptions of an area among visitors, and even attract new ones.

While public toilets in areas that receive a high volume of visitors can pose challenges and costs to local authorities, facilities that are well-designed, well-maintained, and well-located tend to have a 'flow-on effect' for the local economy. That is, tourists will stop to use a toilet, but also purchase food, supplies, or souvenirs, or fill up on petrol.²

The strong presence of road-based tourism in the Shire adds a layer of complexity to toilet provision, maintenance, and management that this Strategy addresses.

Why Plan for Public Toilets?

Historically, Colac Otway Shire Council has not had a strategy to guide planning and prioritisation of public toilet provision and management often resulting in ad-hoc outcomes. As facility user needs and preferences evolve, and visitor numbers continue to grow, it is important that Council has a clear framework to guide decision making.

It is also important that upgrades and installations of new facilities respond to community needs. Issues around the accessibility, design and safety of public toilets can result in the marginalisation of some user groups and exclude others from using public toilets, which may then foster negative perceptions about existing facilities.

There are opportunities to improve the process of strategic planning for new facilities, the standard of existing toilets and improve the efficiency of the network throughout the Shire.

The Colac Otway Shire Public Toilet Strategy provides a rational and strategic planning framework to guide future upgrades and installation of new facilities over the next ten years. This will also ensure that investment is appropriately prioritised within available budgets.

¹ Colac Otway Shire Municipal Public Health and Webbing Plan 2017-2021
² My Travel Research (2019)



Figure 3: Forrest Caravan Park Public Toilets

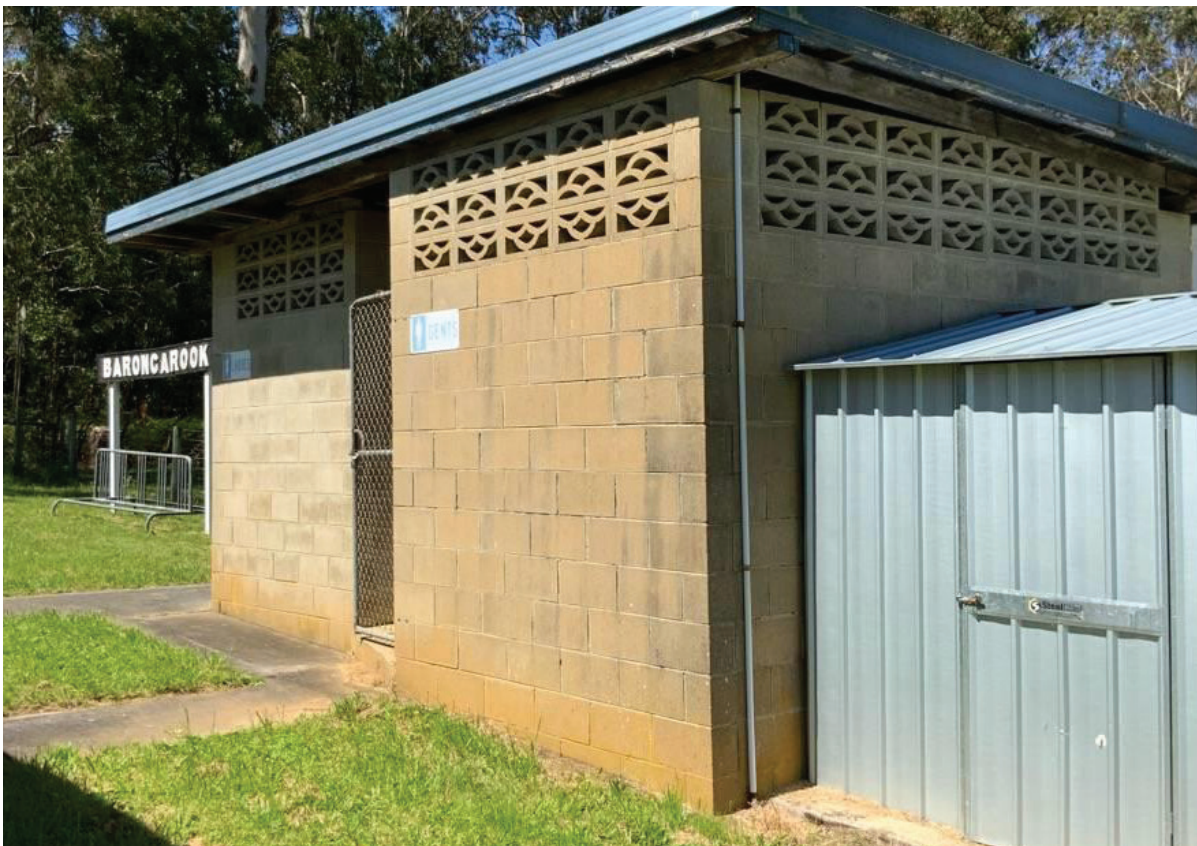


Figure 4: Barongarook Public Hall Toilets

1.3 Limitations of the Strategy

Public Toilets and COVID-19

It is important to acknowledge that this Strategy has been developed in the midst of an evolving global pandemic event. While the extent of impacts from COVID-19 and its associated restrictions are not yet fully known, it is likely that public toilet facilities will face a number of new challenges as a result.

Government agencies, including local Councils, continue to adapt and investigate ways to respond to these emerging challenges to protect the public and help stop the spread. Accordingly, the Strategy will also include a high-level consideration of potential interim and permanent impacts to the provision, design, and operation of public toilets.

Audit of Facilities

An audit of the existing Council-owned public toilet facilities was conducted to inform the preparation of this Strategy. The audit included both desktop analysis and site visits to collect data on each facility against a range of variables. This Strategy uses the findings from the audit to assess the existing public toilet network against its Purpose and Principles.

While the audit provides an evidence-based foundation for the recommendations of the Strategy, it is important that its findings are supplemented by more fine-grained, technical assessments on a site-by-site basis where new toilets are to be provided or existing toilets upgraded. This may include an assessment of issues and opportunities for the following:

- Identify appropriate service levels;
- DDA accessibility;
- Signage;
- The condition and fitness-for-purpose of internal components;
- Crime Prevention through Environmental Design (CPTED); and
- Integration with local heritage / character.



Figure 5: Forrest Caravan Park Disabled Toilets

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Chapter 2

STRATEGIC CONTEXT

Figure 6: Beauchamp Falls

2.1 Shire Profile

Colac Otway Shire

Colac Otway Shire is located 160 kilometres west of Melbourne in a natural environment which includes State Forests and National Parks.

Extending along its entire coastline is the Great Ocean Road that stretches from Torquay in the north to Warrnambool in the west, a region that attracts significant tourist traffic. It is also within commuting distance of Geelong, which is experiencing significant job and population growth.

The Traditional Owners of the region are the Gulidjan and Gadubanud peoples.

Population

The Shire is currently home to **22,068** people, with just over half residing in the inland urban area of Colac-Elliminyt. Apollo Bay is the second-largest urban centre with a population of approximately 1,800.

The population of Colac Otway Shire is forecast to reach **26,756** by 2041, representing an increase of 25.26%, at an average annual rate of 0.9%. This represents fairly modest anticipated growth relative to the metropolitan areas of Geelong and Melbourne.¹

During the summer and at other peak times (e.g. Easter and school holidays), the population of the Shire's coastal townships swells significantly. The percentage of unoccupied private dwellings (i.e. holiday homes and investment properties) in these towns is very high, filling up during peak periods with holiday makers, and placing increased demand on local infrastructure including public toilets, change facilities along the foreshore and end of trip facilities for walkers/cyclists.

¹ Forecast .id (2021)

Visitation & Tourism

The Shire enjoys a unique position between Melbourne and some of Australia's most visited tourist attractions. The 240-kilometre journey along Great Ocean Road is perhaps the country's most well-known road trip. The Great Ocean Road attracts more than 7 million visitors each year, and by 2026/2027 this figure is anticipated to surpass 10 million². The peak period for visitation is October to April, while between May and September activity slows down.

According to Great Ocean Road Regional Tourism, the most common Great Ocean Road trip route is along the Great Ocean Road from the metropolitan area, and returning along the inland Princes Highway, which passes through the Colac township.

Estimates of visitation and forecast growth at a sub-regional level, within the Great Ocean Road region, have been made for the financial years 2019 and 2030. The estimates show that, while the Otway region ranks lower on a regional basis for domestic day trips (ranked sixth out of seven), it ranks more highly in terms of domestic overnight visits and it is the highest ranked sub-region for international overnight trips³. These figures show significant increases in the compound annual growth rate anticipated to 2030. These figures do not account for any impacts associated with the COVID-19 pandemic. Revised forecasts were not available at the time of this report, but it is expected that high levels of visitation will resume as travel restrictions continue to ease.

² Great Ocean Road Regional Tourism (2019)
³ Deloitte Access Economics, Deloitte Touche Tohmatsu 2020



Figure 7: Apollo Bay

Along the Great Ocean Road, the key tourist sites within Colac Otway Shire include:

- Apollo Bay;
- Kennett River;
- Great Otway National Park and Lighthouse; and
- Great Ocean Road smaller coastal townships.

Tourism is the fifth-largest industry in Colac Otway Shire, generating \$171 million in gross regional product for the municipality in the year ending June 2019.⁴

Regional and Local Tourism

While the high volume of tourist traffic generates significant expenditure and employment opportunities in the Shire, it also places significant pressure on infrastructure such as public toilets. In some cases toilet facilities have limited capacity to cope with increasing demand. In other situations, toilets are not located at sites where there is an opportunity to leverage visitor spending to support the local economy, even though the visitation is likely to support the economy of the Great Ocean Road region more widely.

As noted above, there are different types of visitors to the Colac Otway region including domestic day trip visitors, domestic overnight visitors and international visitors. Among these groups, visitation can also be considered in terms of visitors coming to the Shire, whose objective is to spend time within Colac Otway as a destination as opposed to visitors who may be passing through as part of a wider touring experience along the Great Ocean Road. With regards to the latter group it is recognised that public toilet facilities can have an impact on visitor flows and dwell times. Consideration should be given to locating public toilets so as to secure the maximum local economic benefit where possible, however given the nature of many of the Shire's natural attractions (e.g. coastal foreshores and National Parks) there will be a need for amenities outside activity nodes, where visitation is very high and where extended stays are encouraged or expected.

4

Great Ocean Road Regional Tourism (2019)

In planning for adequate toilet provision in popular tourist areas it is also important to consider what level of demand can be accommodated and would be appropriate given the site context and visitor flows. In creating sustainable transport systems this has sometimes been referred to as the "design event". Many of the most popular tourist destinations in Colac Otway Shire experience peak visitation during the summer months, often extending on weekends until after the Easter holiday period. There was some evidence prior to the COVID-19 pandemic that off peak tourism was steadily increasing, partly as a result of increased international visitors coming to the Great Ocean Road region. Peaks are also experienced at certain times during the day, particularly in certain areas correlating with coach arrival times from Melbourne. It will be necessary to ensure a balanced approach in accommodating peak periods while being mindful not to over invest and create infrastructure that sits idle for long periods with high ongoing maintenance costs. Adequate provision is considered in more detail in Chapter 3.4.

2.2 Legislative and Policy Framework

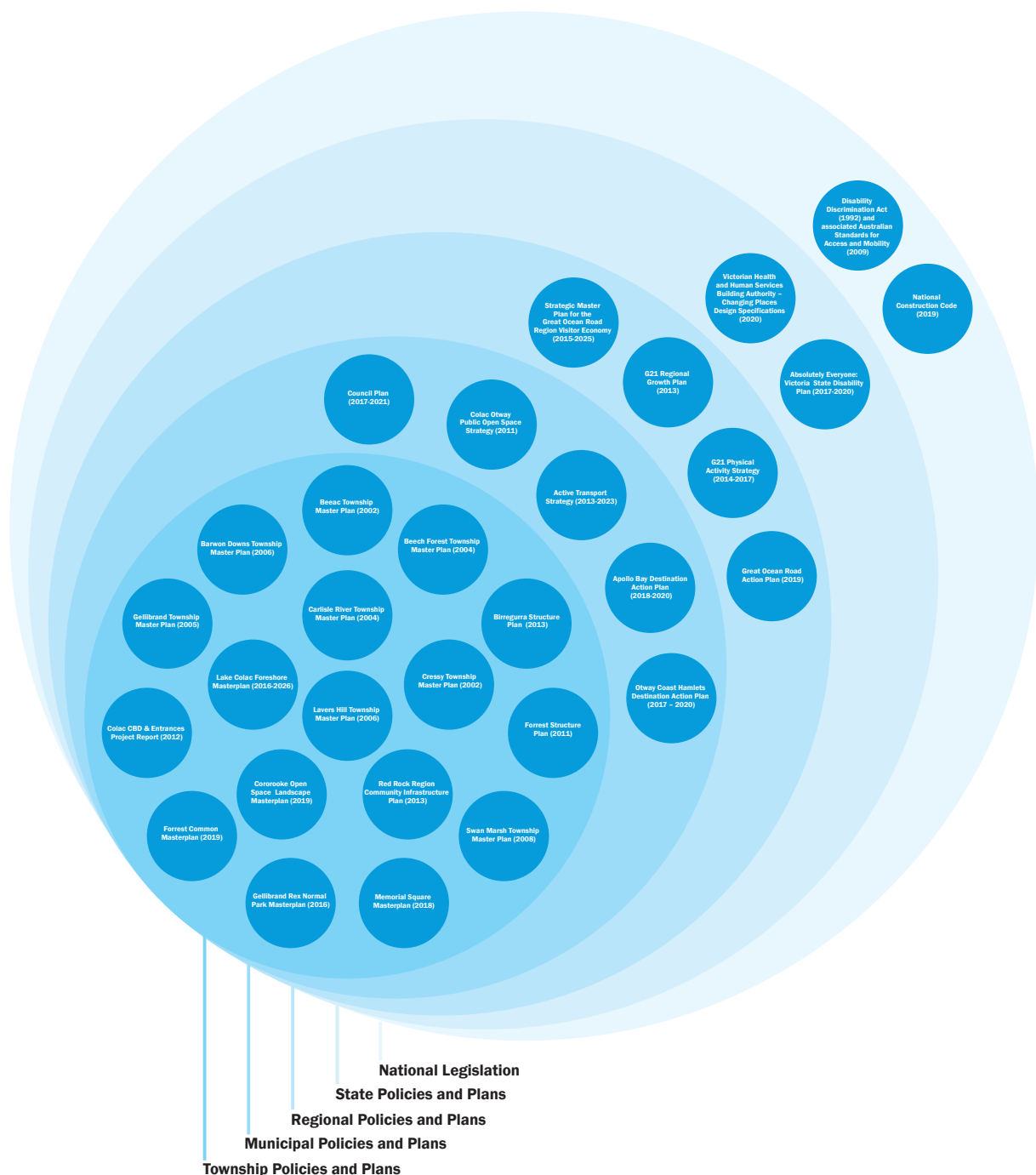


Figure 8: Legislative and Policy Framework for the Public Toilet Strategy

Key Policy Implications

A detailed review of the legislative and policy framework was undertaken for the Background Review, which identified the following key messages relevant to public toilets:

- Under the Disability Discrimination Act (DDA), new public buildings must be accessible to people with a disability.
- The Building Code of Australia (BCA) requires that new buildings comply with AS1428, which includes a suite of guidelines for the design of circulation spaces, at-grade access, design fixtures and fittings (including height and spacing), floor surfaces, and lighting. Facilities which meet these standards are commonly referred to as DDA-compliant.
- However, some people with more profound disability and high support needs are unable to use standard accessible toilets. Changing Places toilets provide a higher standard of access, with an adult change table, hoist system, greater circulation spaces, and automatic door included.
- Following updates to the National Construction Code in 2019, an accessible adult change facility (based on the Changing Places model) is now required at major public buildings with large occupancies, including:
 - › Large shopping centres
 - › Sporting venues
 - › Museums, theatres, and art galleries
 - › Airports
- The Victorian Changing Places Design Specifications (2020) provides a guide for providers in building these facilities.
- Colac Otway Shire emphasise the importance of accessible public spaces and buildings in the Access, Equity and Inclusion Plan (2015-2025) and the Municipal Public Health and Wellbeing Plan (2017-2021), and several of the township or site-specific masterplans identify opportunities to upgrade facilities to be DDA-compliant.
- The Shire's Council Plan (2017-2021) and Municipal Public Health and Wellbeing Plan (2017-2021) also advocate for public spaces and buildings that are safe, healthy, and attractive and identify the need to improve public toilets and amenities across the Shire.
- The Strategic Master Plan for the Great Ocean Road Region Visitor Economy (2015-2025) recognises that population growth and visitation to the Great Ocean Road will increase pressure on infrastructure

to meet demand, particularly car parking and toilets. Supporting the quality of toilet blocks along the Great Ocean Road is also prioritised in local policy under the Council Plan (2017-2021).

- Community feedback summarised in the Colac Otway Shire Public Open Space Strategy (2011) identifies public toilets as supporting infrastructure necessary to enable open spaces to better cater to users.
- Improvements to toilets is identified as a key action for growing Colac's visitor economy according to the Colac Destination Action Plan (2020-2025).
- According to Council's Open Space Strategy (2011) open space and associated facilities should be located and designed to maximise passive surveillance and protect and enhance the environment.
- The Open Space Strategy (2011) sets out a hierarchy of open spaces that classifies open spaces in the municipality based on typology and catchment area. The hierarchy also specifies which open spaces should have certain facilities, including public toilets.

A comprehensive review of relevant legislation and policy is provided at Appendix B.



Figure 9: Birregurra Public Toilets

2.3 Existing Network Summary

Network Snapshot

The summary of the existing network is based on the audit of Council facilities undertaken as part of the preparation of the Strategy, and supplemented by information from the other managing authorities in the region.

A more detailed analysis of the network against the principles of the Strategy is provided at Chapter 3, and a summary audit provided at Appendix A.

There are currently 89 public toilet facilities in the Shire, primarily concentrated along roadways and in the urbanised areas of Colac-Elliminyt and Apollo Bay. Hinterland public toilet facilities are generally located at campgrounds, trailheads, and other recreation facilities. There are 28 public toilets located in the vicinity of the Great Ocean Road and along the coast within Colac Otway Shire, 9 of which are within the Apollo Bay township. Just over two thirds of these are managed by State Government agencies, with Council managing the remainder (including two in Apollo Bay, two in the Apollo Bay Harbour precinct and one at Paradise Reserve). All toilet facilities in the public network are depicted in Figure 10-12.

Colac Otway Shire Council is the primary provider of facilities in the municipality, with 43 public toilets that are Council-owned.

There are also other government agencies which provide and manage toilets on public lands, including Parks Victoria, Department of Environment, Land, Water and Planning (DELWP), and the Great Ocean Road Coast and Parks Authority (GORA; previously the Otway Coast Committee). Toilets managed by GORA are located at sites along the Great Ocean Road, particularly in Apollo Bay, while DELWP and Parks Victoria toilets are concentrated in parklands and recreation reserves.

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.

The Building Regulations 2018 and the Building Code of Australia regulate the provision of toilets in private business settings. These toilets have typically not been included in the scope of this project as they cannot be influenced by Council or other managing authorities in the region as part of the public network. However, two privately-owned toilets have been identified for inclusion in this analysis due to their location within shopping centres in Colac and therefore their role in providing service to the community and visitors of the Shire's primary urban centre.

A small number of Council-owned toilets have also been excluded from the scope of the Strategy. These are facilities which are located within facilities that service members of a certain group, and are therefore not available to the general public.

One Council-owned facility (Carlisle Recreation Reserve - internal) is included in the map and overall audit summary list at Appendix A, but excluded from the analysis of Council facilities as it is not currently operational.

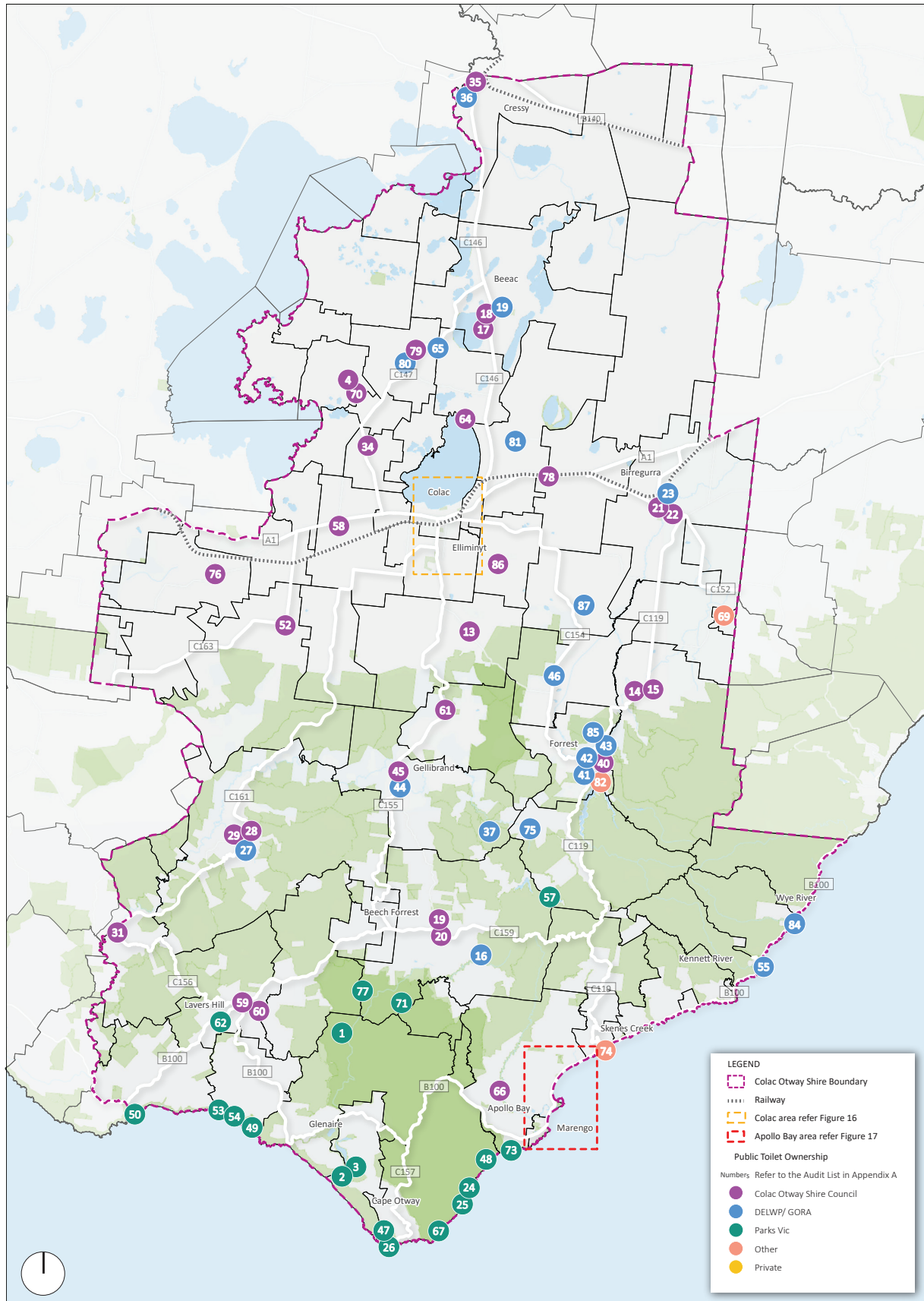


Figure 10: Colac Otway Shire existing public toilet network

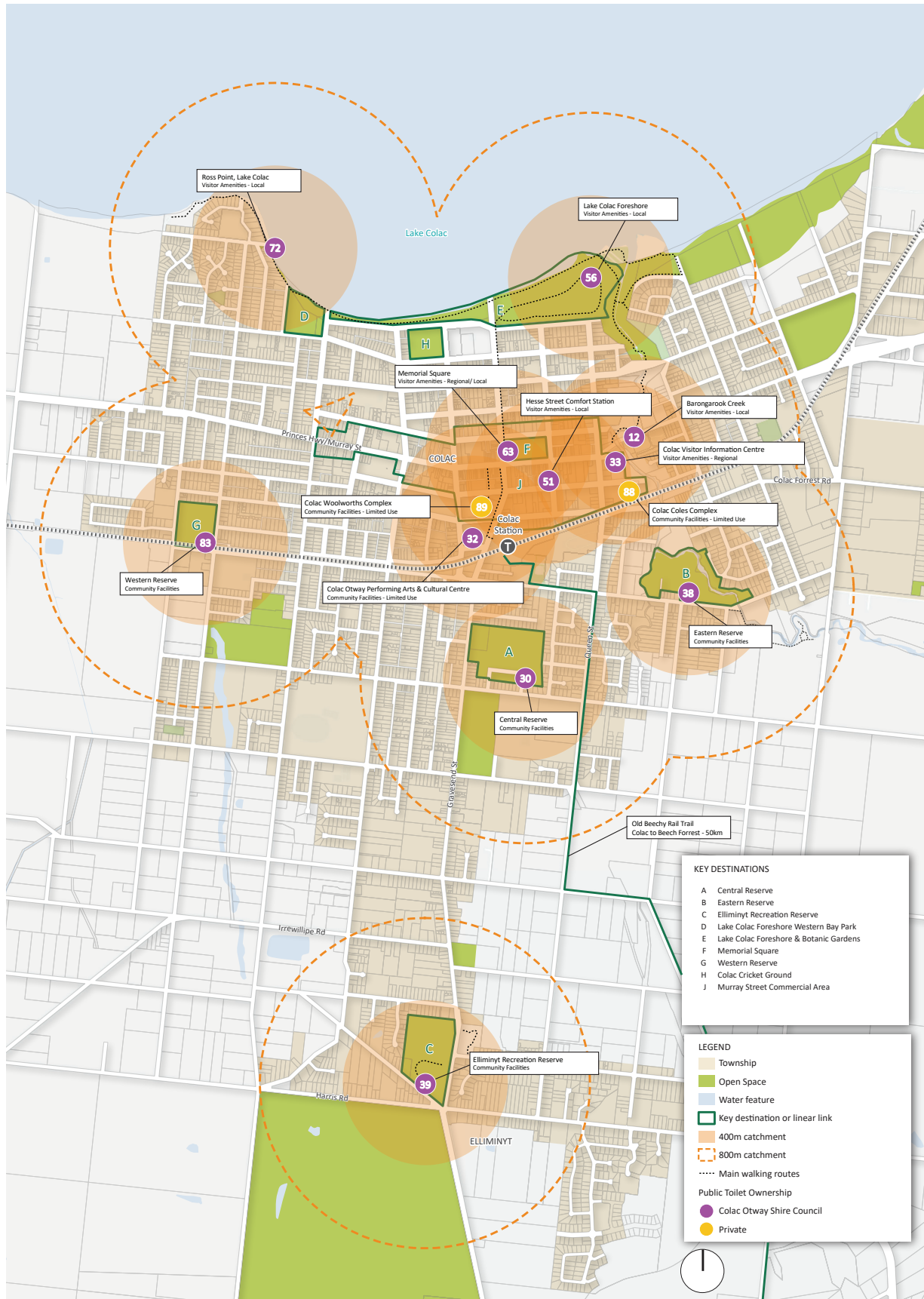


Figure 11: Colac existing public toilet network



Figure 12: Apollo Bay existing public toilet network

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Chapter 3

STRATEGIC FRAMEWORK



Figure 13: Gellibrand Public Toilets

3.1 Purpose



The purpose of the Public Toilet Strategy is to:

- focus Council investment in public toilet facilities across the Colac Otway Shire that provide a demonstrated community benefit, including the local economy;
- prioritise safety and accessibility for all users; and
- advocate for, and support the provision of, public toilet facilities at key tourist destinations, to meet the needs of regional and international visitation.

3.2 Use Typologies

All facilities within the public toilet network have been classified by their use typology, which is determined by facility location and dominant user group.

It is acknowledged that many facilities will be used by a number of different user groups. However, classification of toilets by a dominant typology enables analysis of fitness-for-purpose of each facility as well as identification of appropriate management responsibilities (detailed in Chapter 3.4.2), and other aspects of provision.

A description of each Use Typology category is outlined below. Criteria are also provided to assist with determining the use typology of facilities on an ongoing basis (as they may evolve) and for new facilities.

Campground

Facilities located in park/reserve campgrounds for campers.

- Typically standalone
- Primarily usage- regional visitors
- Open 24 hours
- Typically owned and managed by a non-Council authority
- Usage typically restricted to users of the campground

Community Facilities

Facilities that are not restricted to certain hours or user groups and are primarily for the community of Colac Otway Shire

- Co-located or standalone
- Primarily serve local residents
- Located in or near commercial centres, reserves, other community facilities
- Owned and managed by Council
- Open 24 hours
- Usage not restricted to members of certain groups (e.g. sports clubs)
- Promoted to the general public through signage / online listings

Community Facilities - Limited Use

Facilities co-located (often internally) with other social, commercial, and/or recreational facilities that are primarily for user groups of these spaces, but are accessible to the general public during the hours that the facility is in use.

- Typically co-located
- Located in or near reserves and other community facilities
- Primarily service a small catchment of local residents
- Typically owned by Council or DELWP but managed by a Community Asset Committee / Committee of Management
- Usage and opening hours restricted to particular user groups and/or the managing authority
- Not promoted to the general public through signage / online listings

Visitor Amenities - Regional

Facilities typically located at, or on route to, highly trafficked tourism destinations that primarily serve regional visitors to, or passing through, the Shire.

- Co-located or standalone
- Primarily used by visitors
- Located adjacent to a visitor attraction
- Typically owned and managed by a non-Council authority

Visitor Amenities - Local

Facilities located at Council owned or managed key destinations (such as the Old Beechy Rail Trail) and retail precincts, that primarily serve visitors coming to spend time within Colac Otway Shire.

- Typically standalone
- Often located along roadways
- Used by a mix of residents and visitors
- Typically owned and managed by Council

The breakdown of use typologies across Council toilets is depicted in Figure 14. Refer to the Audit Summary at Appendix A for individual toilet classifications.

Figure 14 identifies Community Facilities as the most common typology for Council owned public toilets. The second largest typology is Visitor Amenities – Local.

A limited number of toilets have currently been classified with two typologies. These toilets include Memorial Square in Colac and Pascoe Street in Apollo Bay, which have been categorised as Visitor Amenities- Regional and Local. The Barongarook Public Hall toilets have also been given a dual classification of both Visitor Amenities- Local and Community Facilities, in recognition of their use by both the Hall users and recreational walkers using the Old Beechy Rail Trail. This has implications for management and service standards and is discussed further in Chapter 3.4.2.

Typology

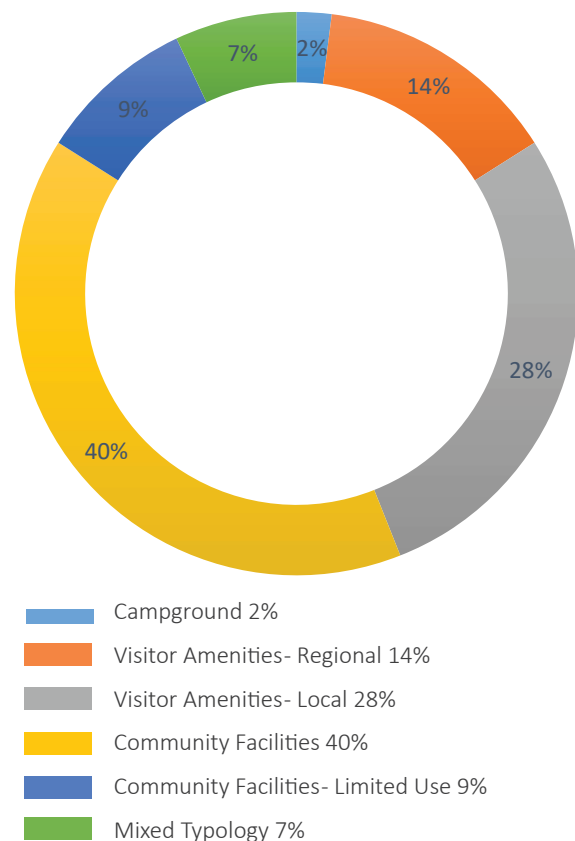


Figure 14: Use typology of Council-owned facilities

3.3 Service Levels

Service Hierarchy

Toilets are also typically classified by their level of service. The Service Hierarchy sets out four different levels of service provision based on different toilet configurations and use typologies.

The purpose of this hierarchy is to guide the level of provision (approximate quantity and configuration of cubicles) for new and upgraded facilities in specific locations. Service levels are determined by use typology and catchment, and also correspond with the opening hours and cleaning frequency of a facility. However, the exact size of a facility is also dependent on demand and therefore a more detailed assessment of demand and forecast usage should be undertaken at the design stage of facility provision.

The Service Hierarchy is shown in Table 1.

A breakdown of the current service levels of most of the existing Council- owned toilets in the network is provided at Figure 15, which demonstrates that most Council facilities are Standard or Standard Plus. No Premium facilities are currently provided by Council. Relevant data was unavailable for 3 toilets to determine their service level.

The service hierarchy recognises that Visitor Amenities facilities typically receive the highest volume of users, often by large groups from tourist coaches, and should therefore likely be provided as Standard Plus or Premium facilities. This may however depend on the context and capacity of an individual site, including the sensitivity of the natural environment, whether reticulated power and water are available, climate change considerations and the proximity of alternative public toilet facilities.

Campground and Community Facilities- Limited Use toilets typically service select user groups (not large catchments) and are therefore most likely Basic facilities.

The service level of Community Facilities is dependent on the catchment of their location or co-located facility, but are most likely Basic, Standard, or Standard Plus facilities.

Designs have already commenced for the Memorial Square public toilets to accommodate unmet demand at this location and this will become the first Premium facility delivered by Council based on a demand assessment, which demonstrated levels of use commensurate with a Premium facility.

Proposed service levels have not been identified for all facilities as they must be determined based on data collection and demand assessment at each facility as well as other factors such as Use Typology.

Service Level

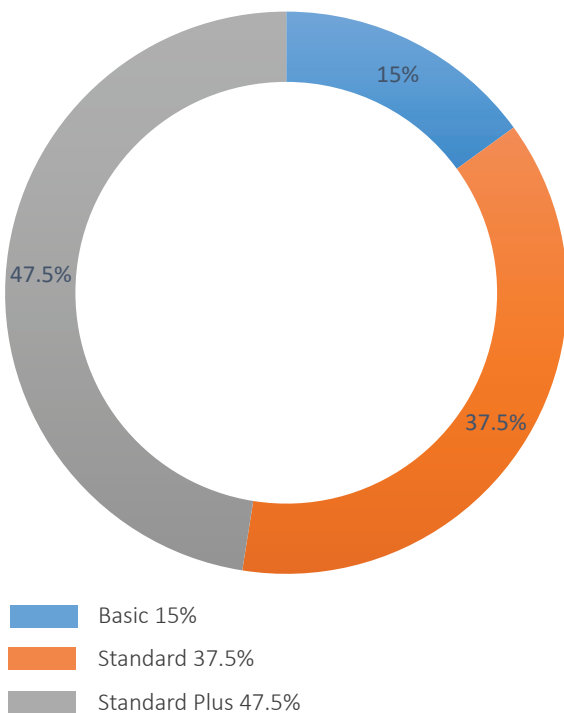


Figure 15: Current Service Level of Council-owned facilities

Table 1: Service Hierarchy

LEVEL OF SERVICE	DAILY AVERAGE VISITATION - CURRENT & FORECAST	CONFIGURATION	MIN. CUBICLES	USE TYPOLOGY	LOCATIONS/ CATCHMENTS	CLEANING FREQUENCY
Basic	Less than 100 people per day	Individual cubicle(s) comprising at minimum: <ul style="list-style-type: none"> • One all gender cubicle 	2	Community Facilities Community Facilities- Limited Use Campground Visitor Amenities - Regional in environmentally sensitive locations	Township / District open spaces Local activity/ commercial areas Other moderate use locations	1x- 5x / week
Standard	101-500 people per day	Individual cubicles comprising at least: <ul style="list-style-type: none"> •One all gender, disabled cubicle •One male and two female cubicles (or two all gender cubicles) 	3-4	Community Facilities Visitor Amenities - Regional in environmentally sensitive locations	Township / District or Regional open spaces Local activity/ commercial areas Other moderate-medium use locations	x2 / week- 1x / day
Standard Plus	501-1,000 people per day	Individual cubicles comprising at least: <ul style="list-style-type: none"> •Two all gender, disabled cubicles •One male and one female cubicle (or two all gender cubicles) OR <ul style="list-style-type: none"> •Toilet block comprising: <ul style="list-style-type: none"> •One all gender, disabled toilet •Split gender cubicles 	4+	Community Facilities Visitor Amenities - Local	Township / District or Regional open spaces Colac or Apollo Bay activity/ commercial areas Key visitor sites Other medium-use locations	5x / week- 2x / day
Premium	1,000+ people per day	Individual cubicles comprising: <ul style="list-style-type: none"> •One all gender, disabled toilet •One all gender/ ambulant/ family friendly toilet •At least one male and one female cubicle (or two all gender cubicles) •May include a changing places facility OR <ul style="list-style-type: none"> •Toilet block comprising: <ul style="list-style-type: none"> •One all gender, disabled toilet •Split gender cubicles •May include a changing places facility 	5-8+	Visitor Amenities - Local Visitor Amenities- Regional	Regional or State open spaces Colac or Apollo Bay activity/ commercial areas Key visitor sites Other high-use locations	5x / day +

Table 1 provides a guide for levels of service. The significance of a location and sensitivity of context will also influence the service level ultimately selected.

Examples of Basic Toilets



1. Lois Twohig Reserve, Greater Dandenong

Examples of Standard Toilets



2. St Leonards Beach, Greater Geelong
3. Nambucca, NSW
4. Torquay, Surf Coast

Examples of Standard Plus Toilets



5. Springvale Reserve, Greater Dandenong

6. Middle Brighton, Bayside

Examples of Premium Toilets



7. Sydney, NSW

8. Dandenong Park, Greater Dandenong

9. Walla Mulla Park, NSW



Fixtures and Fittings

Standard suites of design and siting principles and fixtures and fittings have been developed to guide the provision and design of new toilets having regard to the Principles explored in Chapter 3.4. In addition to the standard suite, a number of site-specific features have been listed. These features should be installed in premium public toilets, or in locations where there is a demonstrated community need. The suite should be used as a guide only.

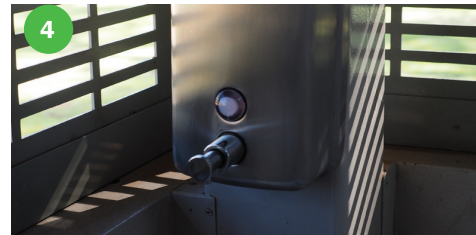
Preferred Fixtures and Fittings are shown in Table 2.

Table 2: Preferred List of Fixtures and Fittings

LEVEL OF SERVICE	INTERNAL FEATURES TOILET CUBILE	INTERNAL FEATURES AMENITIES	EXTERNAL FEATURES
Standard list of materials, fixtures and fittings	<ul style="list-style-type: none"> • Touch free fixtures & fittings • Stainless steel toilet • Toilet Seat • Dual flush • Concealed cistern and pipes • Paper sheets • Sanitary napkin disposal 	<ul style="list-style-type: none"> • Touch free fixtures & fittings • Stainless steel hand basin • Tempered water tap • Baby Change table • Internal lighting (if open at night) • Non-slip surfaces 	<ul style="list-style-type: none"> • Signage showing opening hours, gender configuration, basic contact information • At grade pathway access • Weather protection • At-grade pathway and access • Low level, drought resistant planting • Artificial lighting
Optional materials, fixtures and fittings for Premium/high use locations or other site-specific toilets*	<ul style="list-style-type: none"> • Touch free fixtures & fittings • Jumbo rolls • Urinal 	<ul style="list-style-type: none"> • Electric hand dryer • Sharps disposal • Mirror • Rubbish bins 	<ul style="list-style-type: none"> • Automatic locking doors • Communal hand wash basins • Screening • Public art
Disabled and ambulant toilets	In accordance with AS1428	In accordance with AS1428	In accordance with AS1428
Changing Places Facilities	In accordance with Changing Places guidelines	In accordance with Changing Places guidelines	In accordance with Changing Places guidelines

Notes *The use of specific fixtures and fittings should be considered on a site-specific basis. For example, in high use locations where accommodating the maximum number of people is a priority, fixtures such as urinals and jumbo rolls should be considered, while at environmentally-sensitive sites, some fixtures may not be appropriate.

Examples of Standard Fitting & Fixtures:



1. Appropriate wayfinding
2. At grade pathway access
3. Touch free fittings
4. Vandal proof soap dispenser

Examples of Fitting & Fixtures for Premium and Standard Plus Facilities:



5. Vandal proof electric hand dryer
6. Urinals with mirror
7. Communal hand wash basins

3.4 Principles

PRINCIPLE	DESCRIPTION
Adequate Provision	<p>Public toilets are to be provided at key activity nodes with provision aligning to existing and anticipated demand, associated infrastructure, and the target user group(s).</p> <p>Provision will seek to maximise the utility of the existing network by identifying opportunities for refurbishment, expansion, consolidation, or alternative operational models of current facilities before recommending new facility locations.</p>
Maximum Economic Benefit	<p>Public toilets that primarily cater to the tourist market will be designed and managed in a manner that drives economic return to the local community and sited in locations that exhibit the highest levels of tourist visitation.</p> <p>Council will consider alternative operational models and opportunities for public-private partnerships through collaboration with other public authorities</p>
Environmentally Responsible	<p>Public toilet design, siting and management will reflect organisational environmental objectives and consider impacts associated with the development or continuation of services at sensitive sites.</p>
Quality and Safe Design	<p>The safety of the community will be prioritised with facilities designed and sited to align with CPTED (Crime Prevention through Environmental Design) principles.</p> <p>New and refurbished facilities will be inviting, well designed and appropriate for their setting.</p>
Equitable Access	<p>Public toilets will be designed and redeveloped to consider equity and accessibility for all users.</p> <p>Council will achieve DDA compliance in all new and upgraded facilities.</p>
Well Maintained and Hygienic	<p>Public toilets will be maintained at a level that ensures Council's public toilet infrastructure and condition meet user expectations as well as public health and hygiene standards. Smart technology and other methods may be employed to monitor usage patterns and inform operational responses.</p>

3.4.1 Adequate Provision

Municipal public toilet strategies often make recommendations for the location and distribution of toilets based on walkable catchments from key nodes of activity, particularly open spaces and commercial centres. This approach was developed by the Heart Foundation (Healthy by Design) and is generally used as a best practice approach to locating key facilities and services.

A review of other municipal public toilets strategies across Victoria found that typical recommended catchments include:

- a 5-minute walk (400 metres) from major public open spaces and activity centres;
- a 10-minute walk (800 metres) from most residential areas; and
- a 1-2-minute walk (150 metres) from higher order play spaces.

However, rural and regional towns and settlements tend to have much lower housing and population densities than metropolitan settings, meaning fewer people spread over a wider spatial area, often on large allotments. It is not generally feasible to provide toilets within 800 metres of rural residential areas.

The Shire's rural/regional setting and significant tourist visitation create other locational needs for public toilets. Determining an appropriate level of distribution must also take into account the need to provide facilities in smaller townships where visitors are being encouraged to stop and spend time to support the local economy, at heavily trafficked regional attractions, and at public campgrounds.

Public toilet facilities in the Shire should therefore be distributed to service:

- Key destinations, tourist activity nodes and campgrounds (refer to pages 32-36 for more discussion on key destinations). In urbanised centres, facilities should be within 400 – 800 metres of the key destination. Within shopping precincts a public toilet should be provided within the area to service a 400m walkable catchment.
- Open space reserves, including key recreational linear links, with facilities that attract higher levels of visitation and longer stays. In higher-order open spaces that contain a playspace, public toilet facilities should be located within 150 metres of the playspace. For linear links, toilets should be provided to support recreational usage and encourage use of the link for active transport.
- Community facilities, such as halls and sporting reserves, that serve a broad population catchment based on demonstrated high levels of demand and visitation, supported by data collection.

It is important to note that this section considers spatial distribution needs having regard to toilet typologies and has not considered which agency (e.g. Council, State Government, Community Asset Committee) should be responsible for the provision or ongoing maintenance and operation of a facility. This issue is considered at Chapter 3.4.2.

Further, it is emphasised that this chapter focuses on adequate provision in terms of the location of a facility rather than the size of the facility (i.e. number of cubicles). The exact size of a facility should be determined partly via the Service Hierarchy (refer Chapter 3.3) as well as demand. A more detailed assessment of demand and forecast usage should be undertaken at the design stage of facility provision.

Colac

Figure 16 depicts the distribution of facilities across the urbanised area of Colac (including Elliminyt). The map identifies key destinations from which walkable access (400-800m, but preferred maximum of 400m) to a public toilet should be provided.

Key destinations for Colac include major sporting reserves, Lake Colac Foreshore, Memorial Square, the Barongarook Creek Shared Trail and the Colac Commercial Centre. These are outlined on Figure 16. It is also worth noting, that the Colac 2050 Growth Plan (2019) identifies an additional key open space corridor along Deans Creek which may need to be included as part of a future review of the Public Toilet Strategy.

Most key destinations are within 800 metres of a public toilet and the Colac shopping centre and commercial district is well provided for. The analysis shows that public toilet facilities could be provided at the western end of the Colac Commercial Centre, however it is noted that privately operated toilets are currently available to patrons at that end of the precinct. At present, public toilet facilities are concentrated at the eastern end of Murray Street where, on a location basis alone, there may appear to be an over-provision of facilities. Taking into account the differing typologies and primary users of the toilets in this area however, many facilities serve different and necessary functions (e.g. Memorial Square – regional and local visitation, Colac Otway Performing Arts and Cultural Centre – community facilities with limited use, private supermarket complex toilets – for customers).

The Hesse Street Comfort Station is currently in an area of over-provision, as Memorial Square toilets also service this area. It is recommended that the Hesse Street Comfort Station is further investigated to better understand usage and demand and whether it has a role within the public toilet network.

A further gap in network distribution is identified along the western portion of the Lake Colac foreshore. Redevelopment of the foreshore as per the Lake Colac Foreshore Masterplan (2016) presents an opportunity to develop public toilets at Western Bay Park. This would improve the distribution of facilities in this precinct.

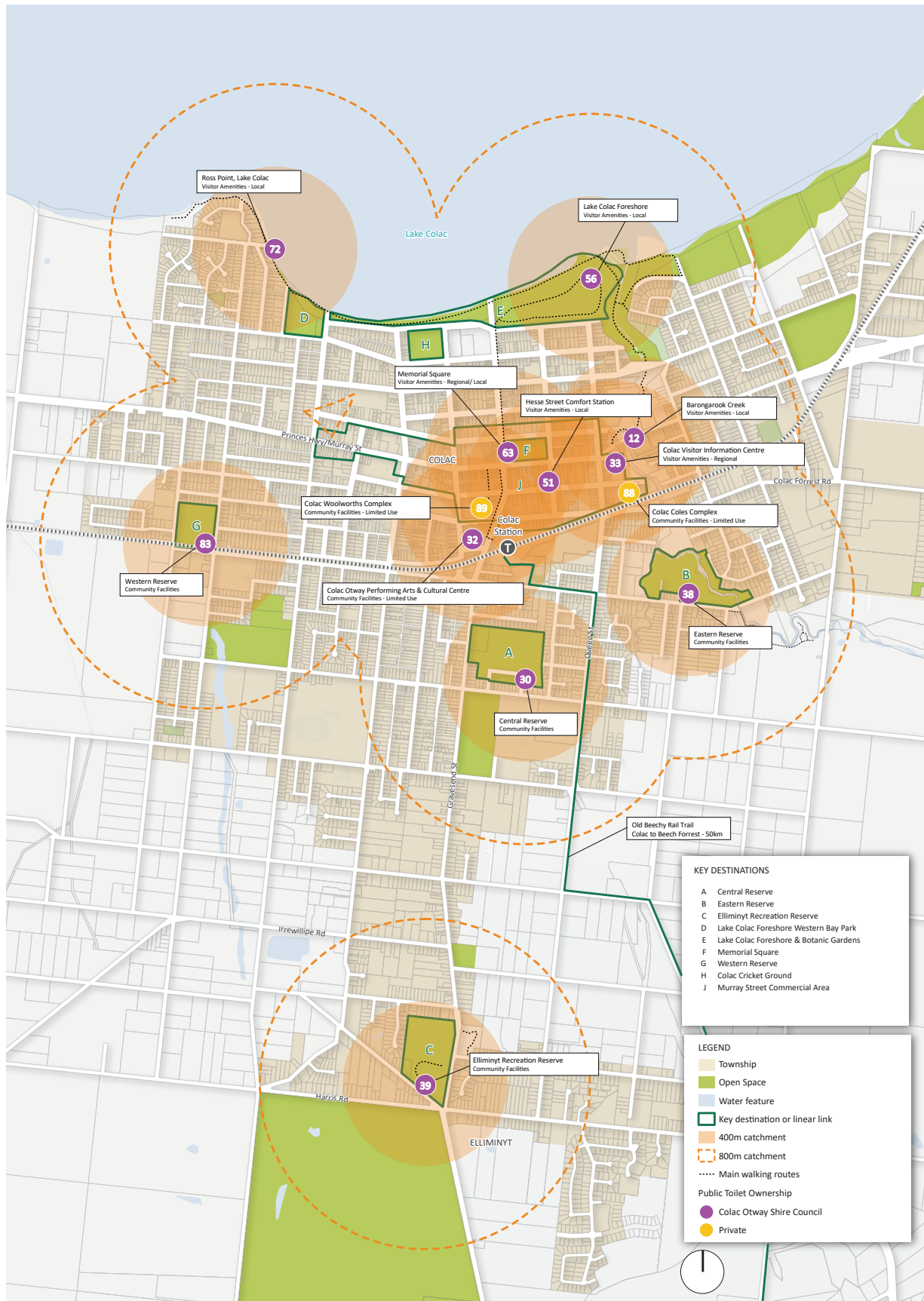


Figure 16: Spatial distribution of toilets in Colac and Elliminyt

Apollo Bay

Apollo Bay is the second largest town in Colac Otway Shire with a small permanent population, but as a holiday destination the population swells significantly to over 15,000 people during peak periods. In addition to longer stay visitors, Apollo Bay attracts large numbers of day visitors and is noted as a stopping point for tourist coaches during the middle of the day.

Apollo Bay also services the broader region with supermarkets, restaurants, cafes, retail shops and other business services providing essential needs for nearby towns and settlements.

These characteristics place considerable pressure on township infrastructure, and in particular public toilet facilities. Concerns have been raised in recent years about the location, quantity and quality of public toilets in Apollo Bay and in particular around whether they are located to coordinate with coach parking areas.

Figure 17 depicts the distribution of facilities across the urbanised area of Apollo Bay. Overall, Apollo Bay is well-served by a distribution of public toilet facilities; all identified destinations are within 800m of a public toilet.

While the map shows a good distribution of public toilet facilities in Apollo Bay in terms of key destinations (being the foreshore, commercial precinct and Harbour) it doesn't indicate whether the size of the facilities is adequate to meet demand or conveniently located to where coaches tend to park and drop off visitors.

At present there are two sets of amenities near the Visitor Information Centre (VIC), a small facility at the VIC and managed by Council and a larger facility on the ocean side of the VIC managed by the GORA. There are current plans to redevelop the nearby Apollo Bay Surf Life Saving Club, to the south of the existing VIC. This presents an opportunity to consolidate amenities provision in this location, noting they would all be within 400m of each other. The size of the facility at the Surf Life Saving Club would need to be informed by a demand analysis.

Council, in partnership with GORA, are also currently preparing a Community Infrastructure Plan which includes this section of the Apollo Bay foreshore. As part of this Plan, opportunities have been identified for a coach/bus drop off point just to the north of the VIC along the Great Ocean Road. It would be appropriate therefore to retain at least one amenities block at the VIC to service these visitors, with the potential Surf Club public toilets servicing the foreshore area further to the south.

The Pascoe Street commercial area in Apollo Bay is currently serviced by temporary facilities. These toilets were installed in recent years to primarily service visitors based on public health concerns presenting through the use of the area as a drop off point for tourist coaches.

The Pascoe Street toilets are proximate to toilets along the foreshore. These toilets however, support not just the attraction of the foreshore itself but an element of local visitation likely to provide an economic benefit to the Apollo Bay Commercial Area and for this reason have been assigned a dual typology (Visitor Regional and Local). It is noted that the Community Infrastructure Plan has identified an alternative location as a coach drop off point, but it is also understood that the adopted Colac Otway Shire Tourism Parking and Traffic Strategy recommends re-routing large vehicles along Pascoe Street over the Great Ocean Road. This is likely to have the effect of retaining this area as a popular stopping point. The facility is well located in terms of available car parking nearby and there is through access nearby to the Great Ocean Road retail shops and foreshore beyond. It is recommended that further investigation into constructing permanent toilets at this location be undertaken, giving due consideration to the size of the facility based on a demand analysis and responsibility for provision and maintenance of the facility having regard to the criteria outlined in Chapter 3.4.2.

There are temporary portable public toilets located at the Apollo Bay Harbour precinct, one set at Mothers Beach and the other at Point Bunbury. Council has recently adopted a Harbour Development Plan for this precinct which provides for new public amenities facilities at both locations. Design for the Mothers Beach toilets, which will form part of a new Port Depot building, are currently underway.



Figure 17: Spatial distribution of toilets in Apollo Bay

Other Key Destinations and Tourist Activity Nodes

Colac Otway Shire has a diverse offering of visitor attractions. These include sites of natural significance sometimes in remote settings, coastal holiday towns and camping spots and inland experiences such as Red Rock lookout, the Old Beechy Rail Trail and mountain bike trails through the Otways. As noted in Chapter 2.1, tourism is a key industry for Colac Otway and generates significant spend in the local economy. Providing high quality public toilets at convenient locations enhances visitor experience and encourages return visitation. Public toilets should be provided in smaller townships or hinterland areas to service community facilities that generate sufficient demand, or at key visitor sites which serve regional or local tourism.

There are no national or state guidelines to help determine the required level of visitation to a site that might generate the need for a public toilet, or standard distances between public toilets that might be reasonable for car or bus based visitation. Generally, it is not economically feasible to provide public toilets at all locations where visitors might stop and thus identification of key destinations has been undertaken for the Colac Otway Shire (outside the urban areas of Colac and Apollo Bay) to help guide toilet provision at tourist locations.

Regional:

- Great Otway National Park: toilets provided at visitor sites within the park, typically co-located with parking, camping, and/or trailhead facilities
- Cape Otway Light Station
- Kennett River: a popular tourist attraction on the Great Ocean Road to see koalas and birds
- Great Ocean Road smaller townships

Local:

- Old Beechy Rail Trail (Colac-Ferguson): facilities currently provided at Barongarook Hall, Colac Performing Arts & Cultural Centre, Kawarren, Gellibrand, and Beech Forest
- Forrest: receives significant mountainbike tourism and visitors to the nearby Otway Forest Park and Great Otway National Park.
- Birregurra: popular retail precinct for the community and tourists

- Lavers Hill: highest point on the Great Ocean Road, located inland, popular tourist spot with small commercial precinct
- Any other small retail or commercial precinct which services both the local community and tourists focusing on local Colac Otway Shire attractions.

Most of these locations currently contain a public toilet, however some smaller coastal townships are not currently serviced by a facility. Consideration should be given to toilet provision where visitation is high and extended stays are encouraged, e.g. popular swimming beaches with picnic facilities, strategic points along recreational walking trails.

Located at the highest point on the Great Ocean Road, and noted for its scenic beauty, Lavers Hill is a popular stopping point for visitors offering access to many of the Otways attractions in various directions. Lavers Hill currently hosts two separate facilities operating as public toilets. One is located on the roadside more central to the retail precinct and is an ageing building in fair condition, and one adjacent to the Lavers Hill Public Hall (offering a disabled facility). From an ongoing maintenance and management perspective it would be appropriate to investigate the opportunity to consolidate public toilet facilities in Lavers Hill and upgrade a set of amenities to cater to all users. As part of this investigation, Council should collect data and consult with the local community to understand patterns of use and demand for facilities in order to determine facility requirements (e.g. number of cubicles and levels of service) and the most appropriate location/s.

Open Space

The Colac Otway Public Open Space Strategy (POSS) provides a set of standards for the provision of infrastructure within open spaces, including public toilet facilities. It provides guidance as to when public toilets should or should not be provided for various types of public open space (neighbourhood, township, regional or State). These standards are outlined in Table 3.

It is important to note that these standards are a guide only and the provision of public toilets at open spaces should respond to the unique needs of each site, which may differ significantly according to the use and function of the space. The POSS was prepared in 2011 and the use and function of some spaces may have changed over time. The POSS does not explain the reasoning behind the recommended standards for toilet provision and consideration of new facilities should have regard to demand and the broader network provision as outlined in this chapter.

For example, it is noted that the standards recommend providing public toilets at all sports reserves, regardless of size and catchment. Many smaller sporting reserves across the Shire may comprise limited facilities, such as a small number of tennis courts, that primarily cater to the sports club(s) that utilises the space. In these circumstances there may be a requirement for limited use facilities to service the needs of reserves users only but no demand for facilities that are available to the general public.

The POSS does not recommend toilet provision along linear open space corridors of neighbourhood or district level. Where these linear corridors contain popular recreational walking trails or active transport routes it may well be appropriate to provide public toilets, for example at Barongarook Creek. This Strategy recommends providing toilets along linear links with higher visitation levels to support recreational usage and to encourage active transport modes of travel.

The POSS does not specifically address toilet provision at parks with playground facilities. Open spaces that contain higher-order playground facilities should locate public toilet facilities within 150 metres of the playground in order to best support the needs of families with young children, as they are unable to walk longer distances to access facilities.

Table 4 identifies Council owned open space reserves containing public toilet facilities in the Shire which are inconsistent with the standards shown in Table 3. It outlines additional considerations relevant to provision that may provide justification for facilities even though provision may not be in accordance with the POSS standards. Table 4 also includes Council owned reserves where the provision or upgrade of public toilets is not inconsistent with the standards but where specific recommendations have been made about toilet provision in the POSS.

There are six toilets listed in Table 4 which according to the POSS 'must not have' public toilets. However it is evident from an analysis of these facilities that there are other characteristics of these sites (such as local tourism or camping) which may generate the need for public toilets.

The toilets at Cressy may need further investigation. They are located close to a playground, but it is a small playground designed to service the local community rather than visitors. The toilets are currently used as a rest stop by visitors passing through, but are unlikely to provide benefit to the local economy of Cressy and would not meet the criteria to be considered as Visitor Amenities - Local. Other toilets are located a 15 minute drive away at Beeac which meet this criteria. There is anecdotal evidence however that the toilets do generate quite high demand. These facilities should be further investigated to determine their community benefit.

It is clear from Table 4 that the standards outlined in the POSS may not always provide the full picture. It is recommended that any subsequent review or update to the POSS should reconsider toilet provision in the context of the recommendations of the Public Toilet Strategy.

An analysis of the Shire's public toilet network has also identified some open space reserves which may require further investigation in regard to toilet provision.

The Carlisle River Recreation Reserve site currently accommodates two toilet facilities. Only the facility external to the clubhouse is currently operational, while the facility internal to the clubhouse is in need of refurbishment. The location services a small catchment. There is a small playground at the Reserve. Generally, this type of Reserve would only provide one set of facilities to service sports clubs and other specific user groups of the Reserve. Two sets of toilets is considered an over provision. The preferred location for toilets would be internal to the clubhouse. It may be more cost effective in this case however to refurbish the external toilets and there may be other reasons why they are required for wider community use and may provide a demonstrated community benefit. Council should further investigate the type of toilet required for the Reserve, and the costs associated with a future upgrade and operation of facilities, in consultation with the community with a view to decommissioning one set of toilets.

Council currently provides a public toilet facility at Loves Creek Reserve in Kawarren. However, there is community demand to refurbish an existing toilet facility at the nearby Recreation Reserve managed by DELWP. A facility at this location would result in improved walkable access from the playground, tennis courts, and other community facilities and would no longer necessitate the existing Council facility. A facility at the reserve would also provide closer access for users of the Old Beechy Rail Trail than the location of the existing toilets.

Table 3: Standards for public toilet provision in open spaces, Public Open Space Strategy (2011)

Category of Open Space	Neighbourhood	Township / District	Regional	State
Parkland	xx	✓	✓✓	N/A
Formal Gardens	N/A	✓	✓	N/A
Linear Open Space and Corridor	xx	xx	✓	N/A
Sports Reserve	✓	✓	✓✓	N/A
Natural Areas	x	✓	✓	✓
✓ = might have ✓✓ = must have x = should not have xx = must not have N/A = not applicable				

Table 4: Public Toilet Recommendations - Public Open Space Strategy (POSS)

OPEN SPACE RESERVE	POSS STANDARD* OR RECOMMENDATION	CLASSIFICATION IN THE PUBLIC TOILET STRATEGY & OTHER CONSIDERATIONS
Apollo Bay Harbour (Mothers Beach and Point Bunbury)	Upgrade the public toilets and provide changing facilities.	<ul style="list-style-type: none"> Classified as Visitor Amenities – Regional. Portable toilets have been installed. New toilets planned at both Mothers Beach and Point Bunbury as part of the implementation of the Harbour Development Plan.
Barongarook Creek, Colac	Township – linear xx	<ul style="list-style-type: none"> Classified as Visitor Amenities. Toilets located along a linear recreation walking trail. The park has undergone a recent upgrade with additional community facilities. The toilets service the Barongarook Creek Trail users and also have a high level of visitor demand being located close to the Princes Highway.
Beeac	Neighbourhood – parkland xx However, the POSS also contains a recommendation to renovate and upgrade the public toilets	<ul style="list-style-type: none"> Classified as Visitor Amenities. The combination of shops, playground, Windmill Park and lake warrant retaining these toilets as they have a wider community benefit and support the local economy. The toilets have undergone a small upgrade in recent years in line with the Beeac Township Master Plan.
Beech Forest – John Gardiner Reserve	Neighbourhood – parkland xx	<ul style="list-style-type: none"> Classified as Visitor Amenities. The combination of shops, playground, Windmill Park and lake warrant retaining these toilets as they have a wider community benefit and support the local economy. The toilets have undergone a small upgrade in recent years in line with the Beeac Township Master Plan.
Cressy	Neighbourhood – parkland xx	<ul style="list-style-type: none"> Classified as Community Facilities. The toilets are located close to a small playground designed to service the local community rather than visitors. They are currently used as a rest stop for through traffic but there is no demonstrated benefit for the local economy from these visitors.
Irrewillipe Recreation Reserve and Public Hall	POSS recommends improving facilities at the Reserve.	<ul style="list-style-type: none"> Classified as Community Facilities – Limited Use. Improving facilities at this Reserve is a high priority for Council. They are required to service Reserve and Hall users but not the general public.
Meredith Park	Neighbourhood – parkland xx	<ul style="list-style-type: none"> Classified as Campground. Public toilets at this site support its use as a free camp site.
Red Rock	Playground area is Neighbourhood – parkland xx Lookout is State – natural area ✓	<ul style="list-style-type: none"> Prepare an overall plan for the different components of the Reserve, i.e. the picnic area component, the upper car park and lookout, to provide coordinated facilities for visitors. This plan could include the upgrading of the interpretive displays and the rationalising and upgrading of key visitor facilities. Classified as Visitor Amenities- Local. Public toilets at this site are located close to the playground and support the lookout which is an Aboriginal Cultural Heritage Site.

✓ = might have ✓✓ = must have x = should not have xx = must not have N/A = not applicable

* Refer to Table 3 for more explanation of POSS standards.

Community Facilities

As noted previously, provision of public toilets at community facilities, such as public halls and sporting reserves, will generally only be provided where they are considered a higher order facility servicing a large catchment. At smaller facilities, toilets may still be provided but they will be "limited use" toilets available to specific user groups during their use of a facility and not open to the general public.

As part of the analysis of existing public toilets in the Shire, a number of toilets have been identified which currently service the general public but perhaps should more appropriately only serve specific users of a particular facility due to their small catchment size.

The typology classification of toilets at the following locations should be considered for conversion to Community Facilities- Limited Use:

- Larpent Public Hall
- Swan Marsh Public Hall
- Warrion Public Hall

A Limited Use arrangement as part of a broader recreation facility redevelopment could also be considered for the Irrewillipe Recreation Reserve. There is potential to decommission the existing toilets following the provision of a new facility at the Reserve.

Events & Private Facilities

The use of portable toilets is common practice for large events, and legislative and planning requirements require approval of an event management plan prior the commencement of any large event.

Large events typically generate a significant temporary spike in demand in a concentrated area, and should therefore not rely on the existing permanent network for service. This responsibility to provide adequate toilets (and cover associated costs) lies with the event organiser/ host. Similarly, it is not the role of Council to contribute funds towards any component of toilets required for private commercial use or other government agencies.

3.4.2 Maximum Economic Benefit

Responsibility for Public Toilet Provision

Responsibility for managing all aspects of the public realm within the Shire is shared between a number of different authorities.

According to the Local Government Act 2020, the role of Councils in Victoria is to provide good governance in its municipal district for the benefit and wellbeing of the municipal community. Provision of community facilities and amenities such as public toilets in specific locations supports this aim. Similarly other agencies, such as Parks Victoria, GORA, and DELWP, provide and manage public toilets in locations where there is a visitor demand and longer dwell times.

In Colac Otway Shire, the high volumes of tourist visitation present a unique challenge for the provision and maintenance of public assets, including toilets. Understanding the extent of these responsibilities and the capacity to meet the demand within available resources is a challenge shared by all managing agencies.

Colac Otway Shire Council recognises the important economic contribution of visitors to the municipality and understands that public toilet provision plays an important role in attracting visitors and visitor experience. Council provides toilets at a number of visitor locations and is under increasing pressure as visitor numbers increase for additional toilets, upgrade of ageing facilities and more regular servicing. This role is placing significant stress on Council resources. For this reason, it will be important for Council to carefully consider investment allocation towards provision and management of new and upgraded facilities.

Council responsibility

Council should take full responsibility for the provision, ongoing maintenance and operational costs of toilets classified as Community Facilities.

For Visitor Amenities the Council contribution may differ depending on the context, noting that regional (including international) visitation provides benefits to the wider region and in some locations there may not be an opportunity to leverage economic benefits for the local community.

It is recommended that Council should contribute to provision, maintenance and ongoing costs of a facility where there is a demonstrated community benefit, which may include a benefit to the local economy.

Criteria for determining Council investment

The following criteria should be used to determine the extent of Council investment in a public toilet facility. The extent of Council contributions will be dependent on the level of community benefit demonstrated at any given facility.

Higher levels of investment should be considered where:

1. the facility primarily services the local community and/or visitors whose key destination is within the Colac Otway Shire and where dwell times will encourage spending and investment in a local area. The level of investment will be equal to the level of local demand eg: the cost of a facility sized only to meet local demand.

Lower levels of investment or no investment should be considered where:

1. the facility will primarily service through traffic or visitors to the wider region (beyond Colac Otway Shire), and the percentage of regional and international tourists is substantially higher than local visitation.
2. there is limited demonstrated economic benefit to the local community e.g. patron numbers that would be attracted to local business, and level of anticipated spend from construction phase through to operational phase.
3. there is a negative impact to local amenity, cultural or environmental values.

Investment in Visitor Amenities - Regional

It is recognised that facilities which primarily service regional (and international) visitors and are not expected to generate community and local economic benefit, still play an important role in the wider public toilet network and overall amenity in the Shire.

Although Council's level of investment may be limited in these scenarios, it would be appropriate for Council to advocate for, and support provision of these facilities, including possibly leading funding applications and help to connect project partners.

Private-Public and Cross-Agency Partnerships

Shared Service Agreements

At Council-owned sites that demonstrate community benefit but also service a high level of demand from regional visitors and local businesses, Council will consider the need for a Shared Service Agreement (SSA) with another managing authority or Community Asset Committee (CAC).

Community Facilities- Limited Use toilets that are managed by CACs may also be appropriate for SSAs where they demonstrate a wider community benefit but where usage is restricted to limited hours. CACs are typically responsible for cleaning facilities in these circumstances and could therefore benefit from SSA that provide support from Council.

Sites that could be considered for SSA include:

- Apollo Bay Visitor Information Centre
- Alvie Recreation Reserve
- Barongarook Public Hall
- Kwarren Reserve (at the DELWP-owned Recreation Reserve, should a facility be provided here in future)
- Memorial Square
- Yeo Public Hall and Tennis Courts

Council's Public Open Space Strategy includes guidelines for developing stewardship agreements in situations where an asset may service a number of stakeholders. These guidelines could also form the basis for SSAs. The guidelines are:

- The responsibility for developing and maintaining the land and facilities should be clearly defined and documented.
- The risks arising from the agreed arrangements should be defined and documented.
- All facilities and structures provided should be fit for purpose and maintained to a high standard.
- Signage should be provided indicating the role of Council (if appropriate) and the role of the partner organisation.
- Periodic inspections should be undertaken of the facility to ensure that the commitments of all parties are being met.

Private Facilities

Private toilet facilities supplement the public toilet network and can help to reduce demand on public facilities at busy locations. Shopping centres and many local businesses such as cafés and restaurants are required to provide toilets to service customers. The Building Regulations 2018 and the Building Code of Australia regulate the provision of toilets in private business settings. While private toilet facilities do supplement the public toilet network they cannot be relied upon as part of the network and should not be included as such.

User-Pays Systems

In many cities across the world, municipal authorities charge a small fee to allow the public to use public toilets. In return for this fee, users are guaranteed a high level of cleanliness and hygiene as well as constant passive surveillance. There a range of challenges associated with a user paid system in municipal localities, primarily the **barrier** to vulnerable members of the community. There are however many ways that a user paid system can be applied to facilities in a network, and it does not need to apply to all toilets and locations.

User-pays toilets are not typical in Australia and are not the preferred solution to resource stress resulting from provision and maintenance costs. Primarily, the criteria for community benefit and potential for SSAs explored in this Strategy seek to mitigate the burden on Council associated with the provision and ongoing costs of public toilets.

There may be a small number of high-volume visitor sites that would be appropriate for a user-pays system, however, these are typically not Council-owned.

By definition, Council aims to provide public toilets for all members of the public, without barriers to access. User pay systems can discriminate against members of the public on socio-economic grounds and are therefore not recommended for Council managed public toilet facilities.

Other opportunities to raise revenue should be explored to offset the operational costs associated with managing public toilets in high use locations.

Design Considerations

The design stage of the provision of new and upgraded public toilet facilities should consider ways to minimise up-front and life cycle costs of facilities. Design considerations for economic efficiency include:

- Basic, Standard, and Standard Plus facilities should comprise standardised design features and fixtures and fittings, and minimise custom designs that can vary costs significantly across sites;
- Materials should be durable and user-friendly to minimise damage and maintenance needs and prolong facility lifespan;
- Implementation of Crime Prevention through Environmental Design (CPTED) principles to minimise the vulnerability of facilities to vandalism; and
- Incorporation of Environmentally Sensitive Design (ESD) principles to improve environmental performance.

3.4.3 Environmentally Responsible

Sensitive Locations

Toilets in more regional/rural settings pose unique challenges to the natural environment. Many sites are not fully serviced by sewerage systems and therefore can only accommodate a smaller volume of use and generate significant, costly maintenance needs, needing pumping and/or treatment on site. Historically, some foreshore tourists destinations have even pumped toilet waste directly into the ocean, which puts marine life at risk.

Where larger facilities are connected to sewerage or septic systems, they may consume a large volume of the local water supply, which is costly to the facility manager as well as the environment.

Where new or upgraded facilities are to be provided at a site, it should first be determined if the site is environmentally sensitive. At these sites, their design should prioritise the minimisation of environmental impacts.

Enviro-toilets are a model that achieve a significantly lower environmental impact than traditional toilets. These facilities can be installed almost anywhere and use little to no water, which also minimises maintenance and operational costs. Two examples of this type of toilet are the Kazuba dry toilet from Water Wally and the Composting Toilet from Nature Loo, both Australian toilet/wastewater businesses.

A number of DELWP and ParksVic sites already utilise an enviro-toilet variation to protect sensitive environments. However, it is important to consider that these toilets typically contain a small number of cubicles and by their nature are not designed to cater to a high volume of users each day. They should therefore only be considered for environmentally sensitive sites where Basic or Standard facilities would meet demand.

For sites in very environmentally sensitive locations where enviro-toilets are not feasible/appropriate, new or upgraded facilities should not supply power or water from the main systems and should seek to incorporate Environmentally Sustainable Design (ESD) principles as much as is practicable from a cost perspective.

Design Considerations

Traditional toilet facilities can incorporate fixtures, fittings, and materials based on ESD principles that greatly improve their environmental performance. Organisations such as the Green Building Council Australia provide guidance on ESD for buildings as well as assessments of facilities. Many Local Governments have adopted policies which guide the design, construction, and renewal of buildings to incorporate ESD principles effectively. Typically, these policies focus on the following themes relevant to public toilet facilities:

- Passive energy design and use (e.g. optimising shade and ventilation);
- Energy use (e.g. minimise artificial lighting, solar electricity hot water);
- Sustainable materials (e.g. recycled and organic materials); and
- Water and waste management (e.g. efficient water fixtures and fittings, stormwater harvesting, and composting).

Table 5 summarises the current provision of some ESD features across Council toilets. Most facilities incorporate some passive energy design and efficient water fixtures, but power and energy are typically provided via the main systems.

Existing facilities can also improve their environmental performance through minor works and ongoing maintenance to facilities, contributing to a gradual transition to more environmentally sustainable facilities. For example, replacing broken water fittings with more water sensitive fittings. However, this should only be undertaken for facilities that are not nearing the end of their lifespan.

Table 5: ESD principles across Council toilets

FEATURE/ COMPONENT	NUMBER OF FACILITIES*
Natural ventilation	33
Natural lighting	25
Powered	37
Water sensitive fittings	28
Solar panels	4
Water treatment via septic system	28
Water supply via main system	34

*Note that for each feature/ component, provision was unreported for a small number of toilets.

3.4.4 Quality and Safe Design

The design of a public toilet greatly influences its fitness-for-purpose, safety, and accessibility. Design is also important for promoting positive perceptions of public toilets to the community.

Stand Alone & Co-Located

There are many different ways of categorising public toilet designs with regard to form and typology. Broadly speaking, there are two types of facilities: standalone toilet blocks and co-located facilities. Within each of these there are various different configurations, interpretations and adaptations.

Key features of standalone public toilets are:

- Freestanding (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.

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).

Standalone 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.

However, co-located facilities are more likely to be characterised by limited accessibility.

Provision of standalone or co-located facilities influences the fitness-for-purpose and accessibility of a facility, and should therefore correspond with a facility's intended Use Typology. For example, Community Facilities- Limited Use toilets are typically co-located because they provide service primarily to a particular user group, and it is therefore appropriate that their access is somewhat restricted.

Safety

Toilets have historically become known as hotspots for anti-social behaviour. Local governments have a duty of care to their local communities, it is important that Council-provided public toilets seek to protect users and minimise instances of anti-social behaviour. The safety and security of public toilet users should therefore be prioritised ahead of any other decision-making considerations for public toilet provision and management.

User perceptions of safety can be as influential as actual or recorded incidents/level of unsafety. If a toilet is perceived to be unsafe, unhygienic or dangerous, users will generally avoid usage of the facility.

There are many ways that design can minimise anti-social behaviour and contribute to positive perceptions of safety. The Crime Prevention Through Environmental Design (CPTED) framework establishes 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

Council is aware that a number of toilets do not reflect CPTED principles, particularly those in more isolated locations. Any anti-social behaviour hotspots should be identified through regular recording and monitoring of instances of this behaviour, while design/maintenance issues that pose safety risks to users should be identified through an audit process every five years.

CCTV is a tool that is often used to monitor and curtail anti-social behaviour. However, the effectiveness of this technique remains a topic of debate, and it is not the policy of Council to employ CCTV at public facilities as a safety measure. It should therefore only be used as a last-resort option at locations experiencing more serious ongoing issues with safety.

The facility at Ross Point at Lake Colac has been identified by Council officers as a toilet that is often subject to vandalism and reports of anti social behaviour. This may be in part due to the isolated nature of the site and public visibility. Should new toilets be constructed at Western Bay Park in accordance with the Lake Colac Foreshore Masterplan (2016), there may be an opportunity to decommission the Ross Point toilet.

Internal Design

The existing network of toilets incorporates a range of design features and components. For Council toilets, Table 6 summarises provision of key internal components.

Toilets managed by DELWP and Parks Victoria are often located at environmentally-sensitive sites with limited infrastructure, and therefore may not provide potable water, flush toilets, or washbasins.

Cubicles

Public toilets are a mixture of gendered, all gender and unisex facilities. The most common configuration of public toilets traditionally is split gender, comprising separate male and female toilet entrances either in a toilet block style or an open unit style. More than half of Council facilities provide gendered cubicles, while a minority provide at least one all gender cubicle. All gender facilities provided are ambulant or disabled facilities.

For split gender toilets, the differences in male and female needs require further consideration. Unable to use urinals, women tend to spend longer in toilets due to biological and cultural factors.

Recent public health research recommends split gender toilet provision of 2:1 female-to-male to achieve equitable access, also referred to as 'potty parity'.¹ Provision of all gender rather than split gender toilets is an alternative method of achieving more equitable access.

¹ *No Place to Go*, Lezlie Lowe (2018)

Fixtures & Fittings

Facilities in the Council network should be standardised as outlined in Chapter 3.3 to ensure consistency and efficiency across the network.

Current fixtures and fittings vary significantly.

However, provision of fixtures and fittings at each facility is somewhat dependent on the characteristics of the site and the needs of specific user groups. Internal components will therefore differ somewhat across toilets in a network. For example, facilities adjacent to playgrounds should prioritise the provision of baby change tables and clothing/bag hooks, and environmentally-significant sites should not incorporate hand dryers.

Table 6: Internal components of Council toilets

FEATURE/ COMPONENT	NUMBER OF FACILITIES*
Gendered cubicles (1+ of each male/female)	26
Internal lighting	30
External lighting	16
Powered	37
Washbasins (2+)	34
Hand dryer(s)	6
Shower(s)	1
Bin(s)	21
Sharps disposal(s)	16
Baby change table(s)	4
Clothing hooks	7

*Note that for each feature/ component, provision was unreported for a small number of toilets.

3.4.5 Equitable Access

Universal Design

Public toilets play an important role in providing access to public spaces for special user groups, and wherever possible, must be planned around the needs of 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. While some existing Council-owned toilet facilities provide Disabled or Ambulant cubicles, most facilities are not DDA-compliant and therefore present access challenges.

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:

- Equitable in Use - the design is useful and marketable to people with diverse abilities.
- Flexibility in Use - the design accommodates a wide range of individual preferences and abilities.
- Simple and Intuitive Use – the design is easy to understand, regardless of the users' experience, knowledge, language skills or current concentration level.
- Perceptible Information – the design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.
- Tolerance for Error – the design minimises hazards and adverse consequences of accidental or unintended actions.
- Low Physical Effort – the design can be used efficiently and comfortably with a minimum of fatigue.
- 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.

Culture, identity and social preferences are also important. For example, in addition to driving up wait times for women, the absence of all gender facilities can also cause issues for single parents with a child of the opposite sex. Most Council facilities currently do not provide at least one all gender cubicle.

Council have received requests for non-binary (all gender) signage at public toilets in Apollo Bay to replace traditional 'unisex' signage. While the fit out of a all gender toilet is the same as unisex, there is a growing preference for all gender terminology and symbolism that does not conform to binary ideas of gender identity.

There is increasing research around the promotion of age-friendly cities and designing for people with dementia. Specific requirements such as use of colour contrasts between materials, tactile surfaces and clear graphic signage are among the key considerations. Many of these principles and considerations cross over with other objectives sought by universal design and CPTED principles.

24-Hour Access

Not all public toilets must be open 24 hours. In some locations, particularly in remote or otherwise isolated areas, 24-hour facilities may attract antisocial behaviour. At others, hours are restricted to the opening hours of the facility with which the toilet is co-located. At Campgrounds, toilets must be 24 hours, while at Visitor Amenities, dawn to dusk service is likely sufficient.

Opening hours should therefore correspond with a facility's intended Use Typology, but should prioritise safety over other considerations.

Showers

Shower facilities at public toilets play a key role in certain situations such as at coastal swimming beaches and for rough sleepers and other vulnerable community members. Foreshore facilities in Colac Otway Shire are typically provided by non-Council authorities. Council currently provides showers for vulnerable community members in Colac at the Bluewater Leisure Centre. While this facility does not provide public toilets (as defined by this Strategy) it is considered an appropriate location for this service as the showers can be provided in a safe environment. It is therefore not recommended that showers be provided in other public toilets in Colac Otway Shire, unless similar levels of surveillance and safety can be provided for users.

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 (also referred to as 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 are a requirement in new buildings of a certain class such as galleries, museums, performing arts centres or sports stadiums. They are almost always accessed by car as part of 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.

Colac Otway Shire does not currently contain any Changing Places facilities; 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 within Colac and one within Apollo Bay. Preference should therefore be given to the location that provides convenience to the highest number of users.

It is recommended that a Changing Places facility be provided at key locations in the Shire that:

- service a regional catchment; and/or
- attract significant visitation; and/or
- that have an all abilities focus.

Potential suitable locations are:

- Memorial Square, Colac;
- Lake Colac foreshore in association with a regional all abilities playspace (as per the Masterplan);
- COPACC;
- Apollo Bay.

Consultation with special needs groups is recommended regarding potential locations and design requirements prior to implementation.

Signage & Wayfinding

Signage and wayfinding are important factors in promoting an accessible and well-distributed public toilet network. Often considered a minor detail, signage assists residents and visitors alike in Colac Otway Shire to navigate the widespread toilet network.

Existing signage on public toilet facilities is varied across the Shire. Some Council facilities have signage on the exterior of facilities that identify the name of the toilet, while others have minimal signage or lack signage completely. Some toilets also have external signage and content unique to the Shire that illustrates the local history and character of the area, such as native vegetation or Indigenous art.

Industry best practice recommends that basic information should be provided on the exterior of all public toilets to convey key aspects of the facility including:

- Gender accessibility;
- Opening hours;
- Contact information (to report repairs, maintenance or closures);
- Cleaning schedules; and
- Consideration for vision impaired users.

In addition to standard signage, it is important that wayfinding signage be provided to direct visitors to public toilet facilities at key destinations in urbanised areas and at visitor sites.

Users may also utilise online resources such as the National Public Toilet Map (toiletmap.gov.au) or Council's website to locate a facility. Developed as part of the National Continence Program, the National Public Toilet Map provides information and the location of more than 16,000 toilets across Australia.

Almost all Council toilets are currently listed on the National Public Toilet map. The map also shows listings for toilets owned/managed by other managing authorities and some toilets in private businesses such as petrol stations and shopping centres. Information about the level of accessibility, opening hours, and other facilities is provided.

The map is available as an app for smartphones and tablet devices. While this tool allow users to easily locate toilets, some members of the community are unable to access

or have difficulty connecting to digital communication platforms, and the platform may provide incorrect or outdated information. Moreover, Community Facilities-Limited Use facilities may be listed as public toilets despite their use being restricted to specific groups and/or hours.

The inclusion of toilet locations on key maps and appropriate signage throughout the Shire should be provided, especially for Standard Plus and Premium facilities that are capable of servicing significant user demand. The location of these facilities should particularly be promoted to tourist coaches and other tourism operators so that visitor use is directed to these locations.

In order to best direct visitors to preferred locations, Council should collaborate with the other managing authorities of the area to ensure a consistent approach to wayfinding signage and online and map-based toilet listings.

3.4.6 Well-maintained & Hygienic

Condition of Facilities

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.

Council have noted some ongoing typical maintenance needs related to vandalism (graffiti or damage), leaks, and taps or flush not functioning.

The condition of each Council-owned toilet was assessed based on a general inspection of each facility to determine its overall presentation as either Poor, Fair or Well Maintained. A breakdown of the condition of Council toilets is shown in Figure 18. Council toilets are most commonly considered to be in Fair condition.

It should be noted that the assessment of the current condition of Council toilets represents a point in time. The overall condition of a facility is largely based on its age, but can also vary from day to day based on cleanliness and the functionality of toilet components.

Facilities considered to be in Poor condition should be prioritised for upgrades that would improve their condition. At some facilities this may be as simple as increasing the frequency of cleaning, however some may require major works. Further investigation is required for each of these sites to determine how best to improve their condition.

Based on the last condition assessments and facility audit undertaken for development of this Strategy, the following toilets have been identified as high priorities for short-term action:

- Yeo Tennis Courts
- Paradise Reserve
- Irrewillipe Recreation Reserve
- Forrest Caravan Park
- Barongarook Hall

Facilities in Poor condition that are nearing the end of their lifespan should not be prioritised for investment

but rather decommissioned (at the end of their lifespan), particularly if they are experiencing low usage and necessary repairs/upgrades would incur significant costs.

Council should monitor the overall condition of facilities to assist with planning and prioritising repairs and upgrades to facilities through an audit every four years.

Alongside routine site inspections by Council staff, there are other ways to collect information about damaged facilities or broken fixtures. Apps such as Snap Send Solve allow users to directly report issues about Council's assets. These systems typically provide informational signage on the interior of facilities encouraging users to report issues via their Smartphone.

Such digital tools are not preferred or accessible to all community members. Facilities should also provide a copy of the cleaning schedule and contact details to report faults/cleaning issues on-site.

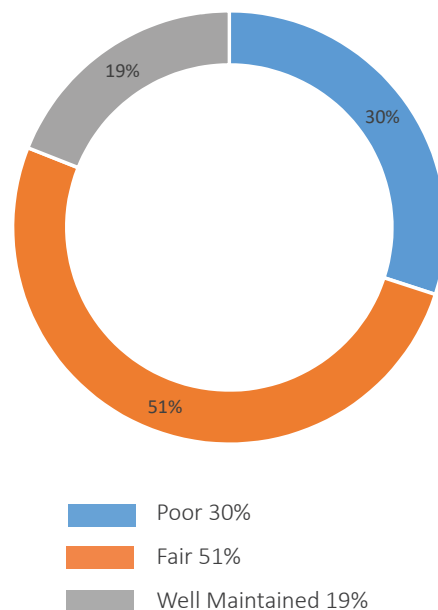


Figure 18: Condition of Council-owned facilities

Cleaning

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.

Table 2 at Chapter 3.3 provides recommendations for fixtures and fittings that are easy to clean and maintain.

It is anticipated that a COVID-normal and even post-COVID environment will pose additional challenges for the hygiene and cleanliness of public toilets as authorities seek to help stop the spread, particularly in indoor spaces and though initiatives such as social distancing and hand-washing.

There will be a strong commitment to ensuring COVID safe- touch free fixtures and fittings into the future.

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.

Council toilet facilities are cleaned according to a schedule determined by their location and level of usage, with heavily-trafficked sites cleaned several times per day and facilities with less usage cleaned as infrequently as once per week. Cleaning frequency is summarised at Table 7.

Cleaning costs represent a significant expense for Council, with an average of approximately \$5,000 spent per toilet annually.

Cleaning of Council-owned toilets is generally undertaken by independent contractors, and Council have noted that it is difficult to oversee cleaning schedules at some of the more isolated facilities.

Other managing authorities noted similar challenges with the maintenance and cleaning of toilets in more isolated locations, particularly when using contractors.

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

Ongoing monitoring of toilet usage should continue to inform Council cleaning schedules. Usage can be measured in a number of ways, including:

- Installation of temporary pedestrian counters at toilet entrances;
- Measuring toilet paper and/or soap usage (expenditure, reports from cleaning contractors);
- Monitoring utility consumption (e.g. water, electricity); and
- Targeted surveying and observations; and anecdotal feedback and word of mouth from the community.

Peak Periods

Approximately one-third of Council toilet facilities are cleaned according to a more frequent schedule in summer. Heightened use of facilities (necessitating more frequent cleaning) typically occurs at sites that experience heightened visitation and recreation activity over peak periods.

Multiple schedules of cleaning are useful for such sites, and should be implemented for any sites that experience fluctuating demand.

Responsibility for Cleaning

Toilet ownership and management is shared across a number of government authorities and community groups in the Shire.

Council responsibilities for cleaning duties and costs are limited to facilities which are Council-owned and Council-managed, except where they have agreed otherwise under a SSA.

Council is therefore generally not responsible for the cleaning of Community Facilities- Limited Use toilets, as most of these are managed by a Community Asset Committee.

Table 7: Public toilet cleaning frequency

CLEANING FREQUENCY	NUMBER OF FACILITIES*
1x / week	10
2x / week	11
3x / week	1
4x / week	1
5x / week	1
1x / day	8
2x / day	3
5x / day	1

*Note that for 7 Council-owned toilets, cleaning and maintenance is undertaken by a Community Asset Committee (CAC); cleaning data on these toilets is therefore not reported.

DRAFT

Chapter 4

STRATEGIC RECOMMENDATIONS & ACTION PLAN

Figure 19: Lake Elizabeth

4.1 Strategic Recommendations

Strategic Recommendations Provision

REFERENCE	STRATEGIC RECOMMENDATIONS PROVISION
P1	<p>Support the provision of public toilets in the following locations:</p> <ul style="list-style-type: none"> • Regional tourist activity nodes and campgrounds with high levels of regional visitation and demand for facilities • Local tourist destinations including: key stops along the Old Beechy Rail Trail (Barongarook Hall, Colac Performing Arts & Cultural Centre, Kwarren, Gellibrand and Beech Forest), Forrest, Birregurra, Lavers Hill, Paradise Reserve and at small retail or commercial precincts (which serve both the local community and local tourism) • In major urban centres: within 400-800 metres of a key destination, and within a 400 metre walkable catchment of a shopping precinct • At open space reserves, including key recreational linear links, with facilities that attract higher levels of visitation and longer stays • Within 150 metres of new higher order playgrounds • At community facilities which are considered higher order facilities servicing a large catchment.
P2	Support the provision of “limited use” amenities at smaller community facilities where there is a demonstrated need.
P3	Investigate the consolidation of Council amenities, or advocate for consolidation of amenities, in areas where there are a number of facilities within a small geographic area servicing the same user groups, and where a single set of amenities would allow for a higher level of service.
P4	Support the provision of shower facilities at coastal swimming beaches and for rough sleepers and other vulnerable community members.
P5	Require event organisers to provide toilets for patrons and staff/volunteers at an event.

Strategic Recommendations Investment

REFERENCE	STRATEGIC RECOMMENDATIONS INVESTMENT
I1	Manage resource contributions between Council, another managing authority, Community Asset Committee or user group through a Shared Service Agreement, based on the 'stewardship agreement' model in the Colac Otway Public Open Space Strategy.
I2	Fund toilet provision, maintenance and ongoing management costs of public toilets classified as Community Facilities where sited on Council land.
I3	Invest in public toilets on non-Council land that are classified as Community Facilities and Visitor Amenities- Local, in accordance with an assessment to determine the level of benefit to the community and local economy.
I4	Assume cleaning responsibilities and costs for ongoing maintenance for facilities that are Council owned and Council managed, unless as otherwise agreed through a Shared Service Agreement.
I5	Advocate for, and support the provision of, public toilet facilities at key regional tourist destinations. Consider taking the lead on funding applications and help to connect project partners.

Strategic Recommendations Design

REFERENCE	STRATEGIC RECOMMENDATIONS DESIGN
D1	Prioritise the safety of users ahead of any other decision making considerations for public toilet provision and management.
D2	Provide all gender toilets for future Council facilities in preference to split gender toilets.
D3	Provide split gender toilets at a 2:1 female-to-male ratio where considered necessary.
D4	<p>Use design standards for new and upgraded toilet facilities which:</p> <ul style="list-style-type: none"> • Minimise ongoing costs, maximise lifespan potential and are generally standardised across the network (with some flexibility for site-specific considerations) • Incorporate touch-free fixtures and fittings • Correspond with an identified Use Typology to ensure it is fit for purpose • Incorporate CPTED principles • Comply with AS 1428.1 and 1428.2 to achieve DDA compliance • Incorporate universal design where possible • Incorporate ESD principles as much as practicable • Are easy to clean and maintain • Utilise CCTV as a last resort option at locations experiencing more serious ongoing issues with safety • Incorporate lighting if open 24 hours or used after dark
D5	<p>Install signage at new and upgraded toilet facilities which:</p> <ul style="list-style-type: none"> • Gives preference to all gender terminology • Conveys basic information about the facility, including a copy of the cleaning schedule and contact details to report faults/cleaning issues
D6	Install wayfinding signage to facilities at or near key local destinations and visitor sites.
D7	Advocate for wayfinding signage for Visitor Amenity – Local and Visitor Amenity- Regional from major roads to direct tourism traffic (particularly coaches) to these locations.
D8	Install enviro toilets at environmentally sensitive sites where Basic or Standard toilet facilities are required. Where this is not feasible, prioritise ESD principles and avoid connection with mains water or power.

Strategic Recommendations Operations

REFERENCE	STRATEGIC RECOMMENDATIONS OPERATIONS
O1	Match opening hours of toilet facilities with their Use Typology, and prioritise safety above other considerations.
O2	Implement multiple cleaning schedules for toilets that experience significant fluctuations in demand related to peak/off peak periods to effectively and efficiently maintain the cleanliness of facilities.

4.2 Action Plan

The Draft Public Toilet Strategy has identified the key issues and opportunities facing the public toilet network in Colac Otway Shire, with recommendations across a number of themes for each principle.

The Strategy's recommendations have been translated into an **Action Plan**, categorised by theme and each assigned an indicative timing.

This Action Plan sets out a comprehensive list of physical and operational actions for public toilets in the Shire to assist with planning and decision-making regarding toilet facilities and associated infrastructure.

The time line provided is indicative and Council should determine the most appropriate phasing and timing of implementation in accordance with budget and expenditure. Prioritisation of actions are categorised as:

PRIORITY	DURATION
High priority / short term	1- 3 years
Medium term	3- 7 years
Long term*	7+ years

*Long term – delivery is dependent on population growth and community demand

The relative priority of actions is determined according to the following criteria:

- Upgrading/replacing toilets in higher demand locations;
- Concurrent projects and opportunities for works in the immediate future;
- Upgrading/replacing toilets in other locations, based on the condition of facilities, particularly DDA compliance.
- Decommissioning toilets in over-served areas, taking into consideration upgrades and new toilets in proximity to the facility.

It is recommended that this action plan is reviewed every 3 years to monitor performance of the Strategy and evolving demand for facilities.

REFERENCE	ACTION ITEM	DESCRIPTION	RATING
1	Data Collection	Invest in smart technology, tools and processes to enable data collection on toilet demand and usage, e.g. counters	High
2	Lake Colac Foreshore Public Toilets	Determine the best location and required service levels for the Lake Colac Foreshore Public Toilets considering current and future demand generated by the precinct, future major playspace development and other improvements identified in the Lake Colac Foreshore Masterplan.	High
3	Pascoe Street, Apollo Bay	Consider constructing permanent public toilets at the Pascoe Street commercial area. Responsibility for provision and on-going maintenance for permanent toilets in this location should be determined by conducting an assessment to determine community benefit as outlined in Chapter 3.4.2.	High
4	Cressy Public Toilets	Investigate the public toilets in Cressy to determine current and likely future demand and need as part of the public toilet network.	High
5	Yeo Public Hall and Tennis Courts	Consider the future of the facilities at the Yeo Public Hall and Tennis Courts in the context of the broader recreation and social infrastructure assessment currently underway. Undertake a demand assessment to inform future improvements, if warranted.	High
6	Reclassification	Investigate the re-classification of the typology of the public toilets at the following locations to Community Facilities- Limited Use in consultation with user groups: <ul style="list-style-type: none"> a. Larpent Public Hall b. Swan Marsh Public Hall c. Warrion Public Hall 	High
7	Irrewillipe Recreation Reserve	Investigate a Limited Use arrangement for the existing public toilets at the Irrewillipe Recreation Reserve. Construct new public amenities (limited use) as part of a broader recreation facility redevelopment, and decommission the existing public toilets once the new facilities are constructed and operational.	High
8	Changing Places	Provide a Changing Places facility in Colac at Memorial Square	High
9.	Hesse Street Comfort Station	Investigate the Hesse Street Comfort Station facility to determine current and likely future demand and need as part of the public toilet network.	High
10.	Paradise Reserve	Undertake a review of the current management model for facilities at Paradise Reserve and conduct a demand assessment to determine an appropriate service level and scope for future investment.	High
11	Forrest Caravan Park	Investigate relocation and construction of a shared use facility at the Forrest Caravan Park Toilets in accordance with the recommendations in the Forrest Common Masterplan 2019.	High
12	Revenue raising	Investigate options to offset operational costs in high use areas such as Apollo Bay and Colac central shopping precinct.	High

REFERENCE	ACTION ITEM	DESCRIPTION	RATING
13	Barongarook Hall	Consider the future of the facilities at Barongarook Hall and Tennis Courts in the context of the broader recreation and social infrastructure assessment currently underway. Undertake a demand assessment to inform future improvements, if warranted. Transfer maintenance responsibility for the facility to Council in the short-term, in recognition that the facility services a broader community use.	High
14	Facility Assessment	Assess other Council facilities identified as in 'Poor' condition against the Principles in this Strategy to determine future levels of investment. Where investment is appropriate, prioritise the upgrade and cleaning to improve their condition to Average at minimum. Where future investment is not warranted, consider decommissioning at the end of the facility's lifespan.	High
15	Mapping	Update and maintain information on Council's public toilet facilities on the National Public Toilet Map. Do not include Limited Use facilities on any online listing of public toilet facilities	High
16	Usage Monitoring	Set up a process and system to for ongoing monitoring of toilet usage to inform cleaning schedules	High
17	Vandalism Monitoring	Set up a process and system to record all reports of vandalism and anti-social behaviour and monitor over time to identify key hot spots.	High
18	Apollo Bay Changing Places Facility	Consult with special needs groups to determine an appropriate location for a Changing Places facility in Apollo Bay.	High
19	Kawarren	Support the renovation and upgrade of toilets at the Kawarren Recreation Reserve (Echidna House) and consider decommissioning the public toilets at Loves Creek once the new facilities at the Reserve are operational.	Medium
20	Lavers Hill	Investigate the opportunity to consolidate public toilet facilities in Lavers Hill and upgrade a set of amenities to cater to all users. Consult with the local community to understand local use of facilities and locational considerations and undertake a demand assessment to determine facility requirements (e.g. number of cubicles and levels of service).	Medium
21	Maintenance Reporting	Promote the Snap Send Solve App as a tool to allow individual users to report maintenance issues directly to Council	Medium
22	Audit Review	Review cyclical building condition audits to inform the planning and prioritisation of repairs and upgrades.	Medium
23	Western Bay Park, Colac and Ross Point	Provide public toilets in Western Bay Park in accordance with the Lake Colac Foreshore Masterplan (2016) and decommission the Ross Point public toilets once the new facilities at Western Bay Park are operational.	Low
24	Carlisle River Recreation Reserve	Consolidate public toilet facilities at the Carlisle River Recreation Reserve to one set of amenities in consultation with the community and user groups.	Low

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Chapter 5

ASSESSMENT FRAMEWORK

Figure 20: Memorial Square Park Toilets

How to Use the Assessment Framework

Two **Assessment Frameworks** have been developed to assist Council in determining future upgrades to public toilets (or installation of new toilet). The Assessment Frameworks should be reviewed in conjunction with the recommendations of the Strategy and in the following instances:

- Opportunities to consider a new facility, upgrade or removal of a public toilet as part of a planning process (e.g. Recreation Reserve Master Plan);
- Opportunities to decommission facilities when they may no longer be needed or where services may be consolidated elsewhere; and
- Where there is a volume of community requests for a new facility, upgrade or removal of a public toilet in a location outside of the Capital Works Plan. This refers to occasions where there are consistent community requests or persistent maintenance issues associated with a public toilet facility.

The Assessment Frameworks will also assist with future audits of facilities.

Assessment Framework 1: Existing Facilities

QUESTION	CONSIDERATION	RESOURCE
Is the facility required to ensure an adequate provision of public toilets as part of the public toilet network?	<ul style="list-style-type: none"> What is the use typology of the facility? Are there other facilities with the same use typology within 400-800 metres of this facility? Are there other facilities planned for nearby? Does the facility service a local tourist destination? Is the facility located in a higher order open space reserve or park, or is it located along a key recreational linear link? Is the facility part of a community facility with a broad catchment with high levels of demand? Is the facility for specific user groups of an associated building/reserve and not available to the general public? Are there privately operated public toilets within close proximity (e.g. shopping plaza)? 	<ul style="list-style-type: none"> GIS database mapping National Toilet Map Regional Policy Municipal Policy Township Plans
Is there a demonstrated demand or volume of requests for this facility to be replaced or refurbished?		<ul style="list-style-type: none"> Evidence from the community or Council audits/records that the existing facility is not adequately functioning Maintenance requests from community Community surveys Open Space Strategy Local masterplans or structure plans Tourism Data
Is the existing public toilet in poor condition?	<ul style="list-style-type: none"> Presence of vandalism or graffiti Facilities are unhygienic and difficult to maintain/clean Obvious signs of wear on the existing facilities within the toilet Features within the toilet are broken or do not work Issues with odour or presence of vermin Environment/facilities are unsafe or dangerous Negative perceptions of safety or presence of antisocial behaviour 	<ul style="list-style-type: none"> Public toilet audit data Empirical observations or anecdotal information from the community, Council staff, cleaning, service or maintenance contractors
What is the current level of usage for the public toilet?	<ul style="list-style-type: none"> Location and siting Opening hours and availability 	<ul style="list-style-type: none"> Counters Empirical observations or anecdotal information from the community, Council staff, cleaning, service or maintenance contractors Maintenance costs Water usage, levels of toilet paper, soap consumed weekly, monthly or annually
Does the toilet have appropriate fixtures or fittings?	<ul style="list-style-type: none"> DDA Compliance Universal access Site specific features 	<ul style="list-style-type: none"> Service Provision Hierarchy and Fixtures and Fittings List of Fixtures and Fittings

Assessment Framework 2: New Facilities

QUESTION	CONSIDERATION	RESOURCE
Is the facility required to ensure an adequate provision of public toilets as part of the public toilet network?	<ul style="list-style-type: none"> What is the use typology of the facility? Are there other facilities with the same use typology within 400-800 metres of this facility? Are there other facilities planned for nearby? Does the facility service a local tourist destination? Is the facility located in a higher order open space reserve or park, or is it located along a key recreational linear link? Is the facility part of a community facility with a broad catchment with high levels of demand? Is the facility for specific user groups of an associated building/reserve and not available to the general public? Are there privately operated public toilets within close proximity (e.g. shopping plaza)? 	<ul style="list-style-type: none"> GIS database mapping National Toilet Map Regional Policy Municipal Policy Township Plans
Is there a high movement of pedestrian, cycling or other active transport modes and is the proposed location in an area with a growing catchment?	<ul style="list-style-type: none"> Activity generators and diversity of land uses Transport and connectivity 	<ul style="list-style-type: none"> ABS Population projections Surrounding mixture of land uses Regional Policy Municipal Policy Local masterplans or structure plans
Will the new toilet provide a benefit to the community by enhancing safety, health and wellbeing or by leveraging spending in the local economy?	<ul style="list-style-type: none"> Contribution to the existing public toilet network Social indicators Needs of different user groups Potential benefits to the local economy 	<ul style="list-style-type: none"> State Policy Municipal Policy Township Plans Community Consultation

Appendices

A. Audit Summary of Existing Facilities

The audit summary of the existing network contained in the table below provides the map reference number, name, ownership, management, and use typology of each public toilet in the network. Detailed information was collected for Council toilets that also allows their classification by service level (according to the Public Toilet Toolkit hierarchy) and condition.

MAP REF.	NAME	OWNERSHIP	MANAGEMENT	USE TYPOLOGY	CURRENT SERVICE LEVEL	CONDITION
1	Aire Crossing Campground	Crown land/Parks Victoria	Parks Victoria	Campground		
2	Aire East Campground	Crown land/Parks Victoria	Parks Victoria	Campground		
3	Aire West Campground	Crown land/Parks Victoria	Parks Victoria	Campground		
4	Alvie Recreation Reserve	Colac Otway Shire	Community Asset Committee	Community Facilities		Fair
5	Apollo Bay Foreshore	Crown land/DELWP	GORA	Visitor Amenities - Regional		
6	Apollo Bay Golf Club car park	Crown land/DELWP	GORA	Visitor Amenities- Regional		
7	Apollo Bay Harbour car park (Mother's Beach)	Crown land/Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional	Basic	Fair
8	Apollo Bay Harbour- Point Bunbury	Crown land/Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional	Standard	Fair
9	Apollo Bay Recreation Reserve	Crown land/DELWP	GORA	Community Facilities- Limited Use		
10	Apollo Bay Visitor Information Centre	Crown land/DELWP	GORA	Visitor Amenities - Regional		
11	Apollo Bay Visitor Information Centre	Crown land/Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional	Standard plus	Fair
12	Barongarook Creek, Colac	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard	Fair
13	Barongarook Public Hall	Colac Otway Shire	Community Asset Committee	Community Facilities & Visitor Amenities - Local	Standard	Poor
14	Barwon Downs Public Hall	Colac Otway Shire	Community Asset Committee	Community Facilities- Limited Use	Standard	Well maintained
15	Barwon Downs	Colac Otway Shire	Colac Otway Shire	Community Facilities	Basic	Fair
16	Beauchamp Falls Campground	Crown land/DELWP	DELWP	Campground		
17	Beecac- Main Street	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard plus	Fair
18	Beecac Recreation Reserve	Crown land/DELWP	DELWP Committee of Management	Community Facilities- Limited Use		

MAP REF.	NAME	OWNERSHIP	MANAGEMENT	USE TYPOLOGY	CURRENT SERVICE LEVEL	CONDITION
19	Beech Forest Recreation Reserve- Ditchley Park	Colac Otway Shire	Community Asset Committee	Community Facilities- Limited Use		Poor
20	Beech Forest- John Gardiner Reserve	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard plus	Fair
21	Birregurra Park	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard plus	Well maintained
22	Birregurra Public Hall- External	Colac Otway Shire	Community Asset Committee	Visitor Amenities- Local	Standard plus	Fair
23	Birregurra Recreation Reserve	Crown land/DELWP	DELWP Committee of Management	Community Facilities- Limited Use		
24	Blanket Bay Campground	Crown land/Parks Victoria	Parks Victoria	Campground		
25	Blanket Bay Day Visitor Area	Crown land/Parks Victoria	Parks Victoria	Visitor Amenities- Regional		
26	Cape Otway Lightstation carpark	Crown land/Parks Victoria	Parks Victoria	Visitor Amenities- Regional		
27	Carlisle River Public Hall	Crown land/DELWP	DELWP Committee of Management	Community Facilities- Limited Use		
28	Carlisle River Recreation Reserve	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard	Fair
29	Carlisle River Recreation Reserve*	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard	Fair
30	Central Reserve	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard plus	Poor
31	Chapple Vale Public Hall	Colac Otway Shire	Colac Otway Shire	Community Facilities- Limited Use	Basic	Well maintained
32	Colac Otway Performing Arts and Cultural Centre	Colac Otway Shire	Colac Otway Shire	Community Facilities- Limited Use		Fair
33	Colac Visitor Information Centre	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional		Well maintained
34	Cororooke Public Toilet	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard plus	Well maintained
35	Cressy Public Toilets (external)	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard	Fair
36	Cressy Recreation Reserve	Crown land/DELWP	DELWP Committee of Management	Community Facilities- Limited Use		
37	Dandos Campground	Crown land/DELWP	DELWP	Campground		
38	Eastern Reserve	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard	Poor
39	Elliminyt Recreation Reserve	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard plus	Poor
40	Forrest Caravan Park	Colac Otway Shire	Colac Otway Shire	Community Facilities		

MAP REF.	NAME	OWNERSHIP	MANAGEMENT	USE TYPOLOGY	CURRENT SERVICE LEVEL	CONDITION
41	Forrest Mountainbike Trailhead	Crown land	DELWP	Visitor Amenities- Regional		
42	Forrest Public Hall	Crown land	DELWP Committee of Management	Community Facilities- Limited Use		
43	Forrest Recreation Reserve	Crown land	DELWP Committee of Management	Community Facilities- Limited Use		
44	Gellibrand Recreation Reserve	Crown land	DELWP Committee of Management	Community Facilities- Limited Use		
45	Gellibrand- Rex Norman Park	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Basic	Well maintained
46	Gerangamete Tennis Courts	Crown land	DELWP Committee of Management	Community Facilities- Limited Use		
47	Great Ocean Walk- COLS Campground	Crown land	Parks Victoria	Campground		
48	Great Ocean Walk- Elliot Hike-in Campground	Crown land	Parks Victoria	Campground		
49	Great Ocean Walk - Johanna Beach Campground	Crown land	Parks Victoria	Campground		
50	Great Ocean Walk- Ryans Den	Crown land	Parks Victoria	Visitor Amenities- Regional		
51	Hesse Street Comfort Station	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard plus	Fair
52	Irrewillipe Recreation Reserve	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard plus	Poor
53	Johanna Beach Camping Area	Crown land	Parks Victoria	Campground		
54	Johanna Beach Day Visitor area	Crown land	Parks Victoria	Visitor Amenities- Regional		
55	Kennett River Temporary	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional	Standard plus	Fair
56	Lake Colac Foreshore	Crown land	Colac Otway Shire	Visitor Amenities- Local	Standard plus	Poor
57	Lake Elizabeth Campground	Crown land	Parks Victoria	Campground		
58	Larpent Public Hall	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard	Fair
59	Lavers Hill Public Hall	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard plus	Well maintained
60	Lavers Hill	Road reserve/Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard plus	Fair
61	Loves Creek- Kawarren	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Local	Standard	Poor
62	Melba Gully Picnic area	Crown land	Parks Victoria	Visitor Amenities- Regional		
63	Memorial Square	Colac Otway Shire	Colac Otway Shire	Visitor Amenities- Regional & Local	Standard plus	Fair
64	Meredith Park- Foreshore Reserve	Crown land	Colac Otway Shire	Campground	Standard plus	Fair

MAP REF.	NAME	OWNERSHIP	MANAGEMENT	USE TYPOLOGY	CURRENT SERVICE LEVEL	CONDITION
65	Paddy's Swamp Trailbike Visitor Area	Crown land	DELWP	Visitor Amenities-Regional		
66	Paradise Reserve	Colac Otway Shire	Colac Otway Shire	Visitor Amenities-Regional	Standard	Poor
67	Parker Hill Campground	Crown land	Parks Victoria	Campground		
68	Pascoe Street, Apollo Bay	Colac Otway Shire	Colac Otway Shire	Visitor Amenities-Regional & Local	Standard	Poor
69	Pennyroyal Public Hall	Pennyroyal Hall Committee	Pennyroyal Hall Committee	Community Facilities-Limited Use		
70	Red Rock	Crown land	Colac Otway Shire	Visitor Amenities-Local	Standard plus	Poor
71	Redwoods Picnic Area	Crown land	Parks Victoria	Visitor Amenities-Regional		
72	Ross Point, Lake Colac	Colac Otway Shire	Colac Otway Shire	Visitor Amenities-Local	Basic	Poor
73	Shelly Beach Picnic Area	Crown land	Parks Victoria	Visitor Amenities-Regional		
74	Skenes Creek	Crown land/Barwon Water	GORA	Visitor Amenities-Regional		
75	Stevensons Falls Campground	Crown land	DELWP	Campground		
76	Swan Marsh Public Hall	Colac Otway Shire	Community Asset Committee	Visitor Amenities-Regional	Standard	Fair
77	Triplet Falls Day Visitor Area	Crown land	Parks Victoria	Visitor Amenities		
78	Warncoort Tennis Courts	Colac Otway Shire	Community Asset Committee	Community Facilities-Limited Use	Basic	Well maintained
79	Warrion Public Hall	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard	Fair
80	Warrion Recreation Reserve	Crown land	DELWP Committee of Management	Community Facilities-Limited Use		
81	Warrior Recreation Reserve	Crown land	DELWP Committee of Management	Community Facilities-Limited Use		
82	West Barwon Reservoir	Barwon Water	Barwon Water	Visitor Amenities-Local		
83	Western Reserve Colac	Colac Otway Shire	Colac Otway Shire	Community Facilities	Standard plus	Poor
84	Wye River Foreshore	Crown land	GORA	Visitor Amenities-Regional		
85	Yaugher Mountainbike Trailhead	Crown land	DELWP	Visitor Amenities-Regional		
86	Tennis Courts	Colac Otway Shire	Community Asset Committee	Community Facilities	Standard	Poor
87	Yeodene Public Hall and Recreation Reserve	Crown land	DELWP Committee of Management	Community Facilities-Limited Use		
88	Colac Coles Complex	Private	Private	Community Facilities-Limited Use		
89	Colac Woolworths Complex	Private	Private	Community Facilities-Limited Use		

B. Policy Review

STRATEGY/ POLICY	IMPLICATIONS FOR THE PUBLIC TOILET STRATEGY
Disability Discrimination Act (2009) and associated Australian Standards	<ul style="list-style-type: none"> The Disability Discrimination Act (DDA) sets out the legislative framework for providing universal access under Australian Standard AS1428. AS1428 is a suite of building codes that specifies the design requirements for new building work, as required by the Building Code of Australia (BCA) and the Disability (Access to Premises – Buildings) Standards (Premises Standards), to provide access for people with disabilities. Particular attention is given to: <ul style="list-style-type: none"> › Continuous accessible paths of travel and circulation spaces for people who use wheelchairs. › Access and facilities for people with ambulatory disabilities; and › Access for people with sensory disabilities. AS1428 sets out the design of circulation spaces, at grade access, design fixtures and fittings (including height and spacing), floor surfaces and lighting. Accommodating all these requirements can be challenging when seeking to retrofit older buildings, particularly if a facility is spatially constrained. Many older facilities constructed from the 1970s to 1990s are usually not DDA compliant and are expensive to retrofit. Designs for public toilets are expected to comply with Australian Standards AS 1428.1 and AS 1428.2.
National Construction Code (2019)	<ul style="list-style-type: none"> The National Construction Code adopted a new model of public toilets, inspired by the Changing Places design in 2019. An accessible adult change facility is now required at the following public facilities: <ul style="list-style-type: none"> › class 6 buildings: shopping centres with a design occupancy of not less than 3,500 › museum or art gallery or similar buildings with a design occupancy of not less than 1,500 › class 9b sports venues with a design occupancy of not less than 35,000 or which contain a swimming pool that has a perimeter of not less than 70m › theatre and entertainment venues having a design occupancy of not less than 1,500 patrons › domestic and international passenger airports. The National Construction Code specifies design requirements for the facilities.
Absolutely Everyone: Victoria State Disability Plan (2017-2020)	<ul style="list-style-type: none"> The Plan sets out strategies and actions to ensure that people with a disability have full equality, inclusion, and participation in society. The Plan seeks to ensure that all government buildings, public infrastructure, and other facilities used every day by Victorians are accessible. Contribute to the accessibility of facilities, the Plan commits to building a number of new Changing Places facilities at key community locations close to public transport. Changing Places facilities are defined as public toilets with full-sized change tables and hoists in major public spaces that meet the needs of people with a disability having high support needs Under this policy, the State Government has since funded the construction of 26 Changing Places toilets in major public spaces in Victoria. The 2018 Funding Round provided \$2 million to construct facilities in popular tourist locations, parks, and community hubs.

Victorian Health and Human Services Building Authority Changing Places Design Specifications 2020	<ul style="list-style-type: none"> Updated Changing Places design specifications were recently released. They provide all necessary information needed to construct a Changing Places facility, including cost estimates. The specifications offer a choice of four design options that vary the configuration of the shower facility. It is recommended that Changing Places facilities are accredited and approved by a Changing Places Assessor to ensure they are fit for purpose
G21 Regional Growth Plan (2013)	<ul style="list-style-type: none"> Colac is a District Town, providing essential services and infrastructure for the rural hinterland, with key health, education, and research facilities. Colac township has a long term population target of approximately 20,000 The Shire's strengths are: <ul style="list-style-type: none"> Eco-tourism Renewable energy research Agriculture Forestry Food production Key infrastructure and project work is identified for Colac in the Strategy, with no discussion of toilet-specific works
G21 Physical Activity Strategy (2014-2017)	<ul style="list-style-type: none"> At a community level, the following factors can have a negative impact on physical activity participation: <ul style="list-style-type: none"> Inadequate facilities and areas of open space as a result of poor planning and lack of activation. At a societal level, participation can be limited if: People don't feel that facilities and areas of open space are safe.
Great Ocean Road Action Plan (2019)	<ul style="list-style-type: none"> The Great Ocean Road attracts more visitors than Uluru and the Great Barrier Reef combined and its visitors spend \$1.3 billion a year, supporting 11,200 jobs in the region. Objectives include growing the local, state and national visitation economies. This involves enhancing the experience of the touring route and its destinations for all visitors.
Strategic Master Plan for the Great Ocean Road Region Visitor Economy (2015-2025)	<ul style="list-style-type: none"> The population growth west of Geelong will increase the pressure on beaches and create additional challenges for existing infrastructure to meet demand for usage, particularly parking and toilets. Maintaining good access, facilities and infrastructure will require continued development and investment.
Council Plan (2017-2021)	<ul style="list-style-type: none"> Relevant strategies to achieve goals outlined in The Plan: <ul style="list-style-type: none"> Improve public toilets and amenities in Colac and throughout the Shire. Improve Great Ocean Road and supporting assets (e.g. roadside edges quality of the road, toilet blocks and drainage).
Colac Otway Public Open Space Strategy (2011)	<ul style="list-style-type: none"> Additional walking and cycling paths and toilet facilities and improved maintenance were the four most important reasons given in the community feedback on the Issues and Opportunities Paper that would encourage more use of open space. Upgrade the public toilets and provide changing facilities at the Apollo Bay Harbour. Those provided in state level open spaces would be those needed by visitors from outside the local area such as car parking and toilets

Active Transport Strategy (2013-2023)	<ul style="list-style-type: none"> • Nothing of direct relevance.
Apollo Bay Destination Action Plan (2018-2020)	<ul style="list-style-type: none"> • Improve visitor experience through better maintenance of visitor facilities such as public toilets, walking trails and lookouts.
Otway Coast Hamlets Destination Action Plan (2017 – 2020)	<ul style="list-style-type: none"> • Challenges: <ul style="list-style-type: none"> › Local government support for facilities e.g. parking and toilets. • Prepare a priority list of infrastructure maintenance and improvements for the GOR Central Coast towns (Wye River, Kennett River, Separation Creek, Wongarra). <ul style="list-style-type: none"> › Consider accessible public toilets and wayfinding signing.
Memorial Square Masterplan (2018)	<ul style="list-style-type: none"> • A Masterplan was prepared in 2018 for Memorial Square in Colac. • The vision for the Square is to maintain the formal layout while making it more attractive and accessible. • Memorial Square serves as a popular stop-over due to its toilet facilities, long vehicle parking spaces, playspace and proximity to retail shops, cafes and restaurants. • Background documents recommend upgrades to the toilet facility • More up to date toilets are required if the square is to continue to be utilised more and hold more events in the future. Toilet capacity cannot cater for the high intensity of use when one or more bus tours arrive at the square and shops for a rest period. • A mural from a historical perspective should be incorporated on the toilet block. • The Masterplan recommends a new toilet block on Gellibrand Street <ul style="list-style-type: none"> › 6 cubicle unisex toilets plus two disabled toilets and two baby change rooms (10 in total) at a cost of \$1.37 million
Colac CBD & Entrances Project Report (2012)	<ul style="list-style-type: none"> • A Colac CBD & Entrances Project was undertaken in 2012 on the design the buildings and spaces of the Colac CBD and the eastern and western entrances to Colac. • The Project report notes that the toilet block is outdated. • The project recommends demolition of the existing toilet block and construction of new facilities. • A concept plan was proposed which included an upgraded/expanded toilet block with: <ul style="list-style-type: none"> › Baby change facilities › Male and female toilets › Disabled toilets
Cororooke Open Space Landscape Masterplan (2019)	<ul style="list-style-type: none"> • A Landscape Masterplan was prepared in 2019 for the Cororooke Open Space, and an upgraded playspace and other facilities have since been installed. • The Reserve now has a toilet block that has a disabled-access pathway to the toilets from the carpark.
Forrest Common Masterplan (2019)	<ul style="list-style-type: none"> • A Masterplan was prepared in 2019 for Forrest Common, an open space adjacent to the Forrest Caravan Park. • The space currently has a playspace, BBQ shelter, information board, and seating. • Forrest is a popular stopping-off point for travellers to/from the coast and the Otway Ranges. • The adjacent Caravan Park has toilets, and the Masterplan suggests upgrades to these toilets for shared use with the park.

Gellibrand Rex Normal Park Masterplan (2016)	<ul style="list-style-type: none"> This masterplan was prepared in 2016; it aims to provide a realistic and achievable vision for the Park, where the needs and requirements of the user groups, community and Council are established and balanced. The existing toilet block is somewhat hidden- the plan recommends installing directional signage to the toilet block from nearby key sites The Plan recommends extending the existing toilet block in the long-term, should demand require.
Barwon Downs Township Master Plan (2006)	<ul style="list-style-type: none"> Construct new public toilets within the Old School Grounds behind the proposed tourist information building (Bank replica).
Beeac Township Master Plan (2002)	<ul style="list-style-type: none"> Renovation and upgrading of public toilets including provision for disabled access.
Beech Forest Township Master Plan (2004)	<ul style="list-style-type: none"> Development of a low-key self-sufficient camping reserve including a small amenities block, a basic camp kitchen and powered / unpowered camp sites. The development of the camp site to be subject to a feasibility study.
Birregurra Structure Plan (2013)	<ul style="list-style-type: none"> Improve existing public toilets, with construction of new public toilets in Birregurra Park once sewerage infrastructure is installed. Development of internal and external facilities at Forrest Hall, including kitchen upgrades, sound proofing, paving and insulation, septic and toilet upgrade and an extension to include storage and art space. Work with the DSE to develop an integrated strategy for development and investment in the Forrest mountain bike riding area, e.g. change/toilet facilities.
Carlisle River Township Master Plan (2004)	<ul style="list-style-type: none"> Construction of public toilets with disabled access (near the Hall and visible from the Carlisle River and Colac Road). New toilet facilities, with male and female toilets which both accommodate disabled access requirements. Toilet design to be sympathetic to Hall architecture and colours. Link toilets to Hall with a sealed path. Replace existing toilets with new, easily accessible facilities adjacent to the Hall.
Cressy Township Master Plan (2002)	<ul style="list-style-type: none"> Nothing of direct relevance.
Forrest Structure Plan (2011)	<ul style="list-style-type: none"> To capture the tourist dollar as effectively as possible, opportunities for people to spend longer in town should be facilitated. It is considered infrastructure for bike and equipment storage should be located at the current mountain bike drop off location, to be used in conjunction with the picnic facilities and toilets. Explore opportunities to develop public showers and lockers in association with existing public toilets and picnic areas at the mountain bike drop off locations to the north of town.
Gellibrand Township Master Plan (2005)	<ul style="list-style-type: none"> Gellibrand River Recreation Reserve: New toilets (long term) short term option to improve drainage works.

Lake Colac Foreshore Masterplan (2016-2026)	<ul style="list-style-type: none"> Consider the need to retain the toilet box at the end of Stodart Street when new public toilets are provided in the yacht/sea scout/park precinct at the end of Hamilton Street. The playspace is to be upgraded; if it is upgraded to a regional-level facility, this will require the toilet block to also be upgraded. Replace existing toilet at Meredith Park, locating the new facility to the eastern edge of the camping grounds to enable septic lines into the plantation. Shower to be included in new facility.
Lavers Hill Township Master Plan (2006)	<ul style="list-style-type: none"> Construction of the new toilet block behind the Hall, which will include dual access from outside and inside the Hall.
Red Rock Region Community Infrastructure Plan (2013)	<ul style="list-style-type: none"> Warrion: <ul style="list-style-type: none"> Upgrades to the Public Hall to include disabled access, renovation of toilets and the introduction of outdoor seating and a BBQ. Cororooke: <ul style="list-style-type: none"> Consider creation of a Central Park hub area to include public toilets, picnic facilities, shelter shade trees, pedestrian paths as well as paths linking the Gallery, General Store, Tennis Courts and Hall. Lake Corangamite Nature Reserve: Explore the viability of enviro-toilets such as those along the Great Ocean Walk.
Swan Marsh Township Master Plan (2008)	<ul style="list-style-type: none"> Toilet upgrades including improved lighting, towel railings, mirrors, shelter between hall and toilets, bins and child proof gates at both ends of toilets

Item: 8.2

2022-23 Draft Budget - Public Submissions

OFFICER	Toni Uphill
GENERAL MANAGER	Errol Lawrence
DIVISION	Corporate Services
ATTACHMENTS	1. 2022 23 Budget Public Submission Summary [8.2.1 - 7 pages]

1. PURPOSE

To hear from submitters who have requested to speak in support of their submissions and to receive written submissions to the 2022-23 Draft Budget including 2022-23 Fees and Charges.

2. EXECUTIVE SUMMARY

A total of 13 written submissions were received in response to the exhibition of the Draft 2022-23 Council Budget including 2022-23 Fees and Charges.

In addition to lodging a written submission, submitters may request to speak to their submission prior to Council considering the Annual Budget. The following 5 submitters have requested to speak:

1. Jess Dorney
2. James Judd
3. David Brown for Climate Action team
4. Jan Healey
5. Elizabeth Ryan

3. RECOMMENDATION

That the Submissions Committee:

- 1. Acknowledges the written submissions received.***
- 2. Acknowledges and notes the verbal comments made in support of written submissions.***
- 3. Thanks the submitters for their submissions.***

4. ***Having heard all the submissions, recommends that Council consider the submissions at the Council meeting to be held on Wednesday 29 June 2022, and adopt the 2022-23 Budget including 2022-23 Fees and Charges with amendments.***

4. KEY INFORMATION

At the Council Meeting held on Wednesday 27 April 2022 Council resolved:

That Council:

1. *Endorses the Draft Budget 2022/23 for the financial year, and subsequent 3 financial years, for the purposes of Section 94 of the Local Government Act 2020, including the Draft 2022/23 Fees and Charges.*
2. *Gives public notice via Council's website, local newspapers and social media that Council has prepared a Draft Budget for the 2022/23 year and subsequent 3 financial years, including the Draft 2022/23 Fees and Charges.*
3. *Determines that the public consultation period will be no less than five weeks from the initial public notice, to ensure sufficient time to adopt the budget by 30 June 2022.*
4. *Schedules a Submissions Committee meeting to be held on Wednesday 15 June 2022, commencing at 4pm at the Colac Otway Performing Arts and Cultural Centre, to provide the opportunity for any person wishing to speak to their written submission to be heard, or a nominated representative to speak to their submission on behalf of the person. Authorises the Chief Executive Officer to undertake administrative procedures necessary to enable Council to carry out its obligations under sections 94, 95 and 96 of the Local Government Act 2020.*
5. *Considers for adoption the Budget 2022/23, and subsequent 3 financial years, including the 2022/23 Fees and Charges at a Special Council meeting scheduled to be held on Wednesday 29 June 2022 at 4pm at Colac Otway Performing Arts and Cultural Centre after consideration of any written and verbal submissions received by Council at its Submissions Committee meeting on Wednesday 15 June 2022.*

During this process 13 submissions were received. The issues and officer responses are summarised below.

Submission 1

Issue: Is there a strategy for this kind of action in Apollo Bay, or would that need to be developed first?

Tree canopy cover in Apollo Bay also side and back streets of town would assist in making the street more enjoyable for walking and cycling along (especially in the heat); increase sun protection of residents and visitors, as well as help to mitigate the impacts of climate change through cooling.

In addition to this, I would like to see council consider greater shading of the local playground along the GOR, including greater natural shading through tree planting, but also shade cover. This is particularly necessary for the hot west afternoon sun, but also includes shading for other parts of the day. This budget item will also help to reduce exposure to harmful UV for public health, as well as help community enjoy the playground facilities more.

I would also like to know if a playground upgrade has been considered by council?

It would be nice to see a few more open play options for younger children, making use of natural and recycled materials, and if possible, would be great to get community feedback on this as part of draft budget.

Response: A future upgrade to the playground in the Apollo Bay foreshore has been anticipated in the draft Community Infrastructure Plan that has recently been placed on exhibition. Any future upgrade however would be the responsibility of the Great Ocean Road Coast and Parks Authority (GORCAPA) as it is located on crown land managed by the Authority.

Submission 2

Issue: Some money to identify and implement a site and plan for a bmx track or bicycle pump track.

Response: Council has allocated \$10,000 in its 2021-22 budget to investigate site options for a potential bike park. Further allocation for design work would be premature until a site is agreed.

Submission 3

Issue: In reviewing the proposed operating and capital expenditure items contained within the budget, we notice the paucity of future grants from both state and federal governments such as those received to partially finance the construction of the Cororooke Open Space.

We are concerned that the delays and increases in costs associated with this project will impact negatively on the final outcome that was approved some time ago by both Council and the local community.

Would Council please provide assurance that provision has been made in the budget for the project to be completed according to the previously agreed plan (adjusted for updated timeframes)? We would expect any major changes to be discussed with the local community before any decisions are taken. While we realise that the budget deals mainly with categories rather than individual projects, we are seeking reassurance that adequate provision has been made for the unforeseen increases in costs that have occurred in this and probably other works delayed by the events of the last two years.

Response: A large proportion of works are now under contract and so establishing more certainty around the project cost. The remaining works to be contracted will be discussed with the community before finalising scope.

Submission 4

Issue: Drainage upgrade, money to cover all 2050 growth plan

Response: The Colac Stormwater Strategy, completed in 2019, identifies a range of improvement works required across the drainage network throughout Colac to facilitate and meet the objectives of the Colac 2050 Growth Plan. Council remains committed to infrastructure funding, which is considered within the Asset Plan and Long Term Financial Plan. Examples of Council's commitment include the inclusion of stormwater improvement at Bruce Street in Council's Draft Budget for 2022-23 and the significant upgrade investment at Elliminyt Drainage Reserve.

Submission 5

Issue: What percentage of rates estimated to be received in the 2022-23 year is required to cover these expected excess operating expenses to keep Bluewater in Colac operating?

Response: The budgeted operational cost of Bluewater Leisure Centre for 2022-23 is approximately 2.1 per cent of total rates income.

Submission 6

Issue: Local roads are under increasing use with the increase in population and the expansion of residential subdivisions. Forest street south is a good example with some parts worn down to the dirt with hardly any gravel left partly due to the steep gradient of the road.

Response: Council undertakes regular asset condition assessments of roads to determine remaining pavement and life and prioritises roads that need resheeting as part of its asset renewal program. Council doesn't have a strategic funding allocation to upgrade to sealed roads and therefore is active in pursuing external funding opportunities for these works.

Submission 7

Issue: Will both of these large new residential land developments incorporate design and planning features that address Council's commitment to 'contribute to reduction of global gas emissions' and to 'tackling climate change and its impacts on health'?

Response: All new residential subdivision are required to meet design criteria that enables best use of sun for solar orientation of lots, provide for public transport connections, provide accessible public open space, establish active transport linkages with surrounding areas and provide street tree planting aimed at cooling the urban environment.

Issue: The draft refers to Council becoming carbon neutral in the 2021-22 budget year via a one-off offset for any residual carbon emissions. As at 3rd June this has not happened. The draft then refers to an 'embedded' further financial commitment to 'achieving its Carbon Neutral Target in the years ahead'. Does this clause mean that Council is committing to purchasing more off-sets in the years ahead? If so, such an approach contradicts the Council Plan indicator objective 2.2.1 to 'reduce dependence on carbon offsets. 'Second, why is there no mention in the draft budget 2022-23 of any emission reduction projects'? Is the community to conclude that there are none?

Response: The 2021-22 budget made a one off allocation to carbon neutrality in that financial year. Through the development of the draft budget 2022-23 Council has incorporated an ongoing allocation to carbon neutrality through the life of the Long Term Financial Plan. This may be used to purchase offsets if needed, it doesn't demonstrate a specific investment in carbon reduction projects. These will be presented on a case by case basis when identified.

Issue: While Council has signed up to a regional partnership, a one-year membership of the BSW Climate Alliance, why is there is no 2022/23 budget commitment to the other two indicative actions required by the Council Plan in the coming year?

Response: Actions in the Council Plan are intended to be delivered over four years and are subject to resourcing.

Issue: The draft 2022/23 Draft budget does not address Objective 2.2.3. The new 'Waste Management Charge' with increases of 3.6% / 3.4% for weekly /fortnightly kerbside collections seems to be simply a revenue raising exercise. Could the 'Waste Management Charge' be an opportunity to

encourage rate payers to reduce landfill by rewarding owners to compost and switch to fortnightly collection? This measure may also generate cost savings for Council by reducing weekly collections. More concerning is the absence of any other measures in the draft budget to encourage community emission reductions or water usage via such initiatives as assistance in improving home energy efficiency or assistance in water saving and water harvesting techniques.

Response: The increase in the waste charge aims to address the increasing cost in waste services which includes landfill levies paid to State government. The levies paid assist to fund programs that deliver State-wide education and waste reforms that divert waste from landfill. Council's overall waste service, including community education, includes a subsidy through general rates which is constrained by the rate cap.

Issue: Council Community Grants have potential for Council to have a more direct impact on assisting the-whole of -Colac Otway Shire-community in reducing carbon emissions.

Local communities working with local Council funds on local issues is a potent combination. There are good stories of how this works and to what effect: Apollo Bay based Southern Otways Sustainability Inc (S.O.S) has used a number COS Community Grants to initiate a 100% renewable energy by 2030 program to address local power issues AND reduce carbon emissions. But the small and often piecemeal funding makes it slow and inefficient work. Can Council use Community Grants to better target its 2.2.2 and 2.2.3 objectives in the Theme: Valuing the natural and built environment?

Response: Whilst it is encouraging that the community grants are seen as helpful, they are not intended to be a vehicle for major or capital investment. Council monitors other funding opportunities and promotes this to community groups. Council also undertakes regular reviews of its Community Grants programs to ensure their funds are delivering desired outcomes.

Issue: The draft 2022/23 Budget records that the Emergency Management budget is \$240K - a 66% reduction on 2021/22 forecasts (\$696K) and 316% less than the 2020/21 actual spending of \$999K. How does Council explain these major reductions of budget for Emergency Management Services?

In the COS 2021-22 Annual Plan (Theme 2.1.3) 'a scheduled capital works program that addressed impacts from climate change and extreme weather events' was to be completed. Has that part of the scheduled capital works been completed?

In the draft 2022/23 Budget (see 'Summary of Capital Works expenditure' 2022/23 on pg55) why are there no specific capital programs listed for impacts of climate change in the portfolio of works worth \$13.597M?

Response: Prior to the COVID 19 Pandemic the Net Actual Emergency Management Budget for the 2018/19 Financial Year was \$189k. As indicated the Net Actual for 2020/21 was \$999k. However, this amount included costs associated with the pandemic response and the 2022/23 budget does not include any costs for pandemic response.

Also, Council made an allocation to landslip works in the 2021-22 budget, these works are largely complete or underway. Remaining works will be carried forward into the next year for completion. The region experienced further extreme weather events in late 2021 through storms. Capital works to address these impacts will be largely funded through Federal Disaster

Recovery funding. This is not detailed in the draft 2022-23 Budget as claims are progressively made.

Issue: It is not clear where this initiative sits in the draft budget - is it the 'Environment' service with a budget of \$658K? It seems logical that the tree planting program would follow the development of 'the urban cooling strategy and the canopy target' which are tied to the Environment Strategy review which has not yet been completed.

Response: It sits within Infrastructure Services, because that is the division that will deliver the tree planting works.

Issue: The Council has been unable to deliver either the Environment Strategy or the Climate Action Plan in 2022 despite

- 'Tackling Climate change and its impact on health' being a key priority for the community and Council (Council Plan 2021-25 pg21);
- its prominence in the Council Plan 2022-25 & the Annual Plan 2021/20;
- Council's commitment to take 'a leadership role to demonstrate best practice' on the issue (Council Plan 2021-25 pg5);
- and, despite the accelerating climate crisis that faces this Shire, this State, this country and the global environment.

In answer to questions to Council in early 2022, requesting updates on the progress on the Climate Change Action Plan, the community was told that Council did not have the staffing resources to complete it in 2022 and that it would follow the Environment Strategy review 'sometime in 2023'.

The draft 2022/23 Budget is unacceptably vague in the financial commitment and the timing for these two urgent and critical Council actions that are essential to protect and support the people, the property, the economy, the environment and future of the Shire. Further, the Council has rejected community based offers of assistance in the developing the Climate Change Action Plan despite the commitment that Council action plans will be informed by ongoing partnerships with agencies, community and other levels of government (Council Plan 2021- 25 pg7)

Response: The Environment Strategy work is under way in the 2021-22 year through existing operational resources and will continue in 2022-23, inclusive of the development of a Climate Action Plan. No specific allocation is required as the work will be delivered through existing recurrent operational budgets. The Climate Action Plan will provide a framework for future budget considerations.

Submission 8

Issue: No good rezoning land for 1000 more houses if there is nowhere to park in Colac CBD COS must get ready now for the future population increase. Current nowhere for hospital staff to park, regal staff, tourists or large vehicles and new GR zones not walking distance to CBD. Can't just fine ppl.

Response: Parking availability, location, type (i.e. timed) and use are considered within the central business areas of Colac to ensure parking needs are understood and adjusted to best service the needs of businesses and residents. Car Parking strategies are undertaken to assist in

planning and decision making and will continue to be undertaken as required to enable Council to adequately meet the needs of our residents as Colac continues to develop.

Submission 9

Issue: Re-opening of the Visitor Information Centre. A vibrant and well informed visitor information centre will enhance the visitor experience and encourage longer stays in the region which will increase economic benefit to our community. - tourism is a major employer in the shire and needs to be supported. Has flow on benefits to other sectors

Response: The draft budget has retained Council's commitment to tourism including the Colac Visitor Information Centre.

Submission 10

Issue: Regarding access to this document. The link should be included in the spiel on the left-hand side. Why can't ratepayers be informed via mail/email that this document is available for comment?

The purpose of a budget is also to exclude items that are not warranted by the community.

Response: Thank you for the suggestions which will be considered when exhibiting draft Budgets in future years.

Issue: It is disappointing that council does not recognize the significance of the farming community and the huge direct costs including council rates that have and will impact us as well.

Land valuations have significantly increased plus the any additional rates rise equates to our rates rising.

Commodity prices such as grain, fuel including diesel and fertilizer are all at record highs.

Accessing imported machinery and supplies in a timely manner is challenging and can also limit production capacity of our sector.

No mention is made of the war in Ukraine and the impending threat of FMD from Indonesia.

Combined all these cost impacts our capacity to have funds to renew capital and continue farming.

Response: As per the recently adopted Revenue and Rating Plan, Council retained the "Farm" rate differential at 75% of the base rate in the dollar to provide assistance and avoid shifting further rate burdens on to the Farming sector. Farm assessments account for 18% of the rates assessments in the whole shire (compared to 72% for residential and 6% for commercial assessments), with the sector generating considerable economic activity.

Colac Otway Shire, along with the rest of regional Victoria, has experienced considerable rises in property values in the last year. Valuations are a key factor in the calculation of Council rates, along with the type and location of the property, however large increases in valuations do not mean a significant increase in rate income for Council. This is because the total revenue to be collected by Council is set through the budget and limited by the Fair Go Rates System, which creates a cap on average rate increases 1.75%. Council's draft budget seeks to mitigate valuation induced increases by reducing the rate in the dollar by 20% for each rating category.

Issue: The Colac Maternal and Child Health building should not be upgraded, the community needs a modern purpose-built facility on a new site.

It needs to be relocated to a safer site for families to access. Families should be able to park securely undercover on site to facilitate safe access to and from their vehicles and into the building.

Staff should also have secure undercover parking and access to the building.

I strongly advocate that this service should be open from 6am to 10pm daily.

It should cater for all members of the community, especially shift workers.

Historically the old Colac Shire building was in Rae Street prior to the construction of COPACC.

Response: Council has no short term plans for relocating Colac Maternal and Child Health facility. The specific issues raised in the submission are not familiar to Council and the submitter will be contacted to further understand concerns.

Issue: RE: Customer Request System Project

How can COS demonstrate that it can provide this service without “blowing the budget”?

What and who will be accountable for the delivery of this project?

What provisions are there to ensure that this project will be delivered in the proposed time frame?

Will all the documents relating to this project and all council projects be accessible to the public?

Will this proposal remove the current after-hours call centre, that doesn't know how to spell local areas eg. Birregurra?

Response: The Customer Request System will be delivered within a project management framework and if there are budget challenges, these will be resolved with Councillors. This project does not remove the need for an after hours call centre.

Issue: RE: Capital Works Projects

How can COS demonstrate that it can provide these works without “blowing the budget”?

What and who will be accountable for the delivery of these works?

What provisions are there to ensure that this works will be delivered in the proposed time frame?

Will all the documents relating to this works be accessible to the public?

Response: Capital Works Projects will be delivered within a project management framework and if there are budget challenges, these will be resolved with Councillors.

Issue: How will COS measure STRONG LEADERSHIP & MANAGEMENT and demonstrate to the public that they will

1. not allow any “dodgy decisions” to be made
2. not allow any Projects to run-over budget
3. have public meetings at various times/days of the year to discuss issues

Personally due to my farming commitments (milking time) I cannot regularly attend scheduled council meetings at 4pm

Response:

1. Unless there is an absolute necessity to do so, decisions made by Council are made in open Council meetings, transparently and accountably. Decisions will not always be popular with the entire community, but they are made democratically, and where necessary and appropriate, with community consultation.

2. During the budget process projects are costed with the best possible information available. This does not always guarantee a project won't run over budget, or for that matter, under budget. Council makes the best possible endeavours to ensure projects run as close to budget as possible. Unfortunately, sometimes extenuating circumstances intervene that may cause over-runs. Project delivery and management is an area of significant focus for Council.
3. Council has a commitment to community engagement. This commitment is displayed through the Community Engagement Policy. Much of the specific engagement done by Council is done out of normal working hours, in the evenings and on weekends. Council meetings have been held at different times over the years. The current commencement time of 4.00pm has been in place for a number of years and seems to be a time suitable for most people.

Issue: One of the reasons that COS embarked on the JOINT-USE LIBRARY service was to enable the library to be open longer hours.

I strongly advocate that the library should be open from 6am to 10pm daily.

It should cater for all members of the community, especially shift workers.

Even though today I read in the Colac Herald that patronage is down on a Friday night.

Response: The opening hours look to provide reasonable access to the majority of community members. This submission will be forwarded to Geelong Regional Library Corporation for future consideration when library hours are next reviewed.

Submission 11

Internal Submission (Fees and Charges) - Colac Otway Performing Arts & Cultural Centre (COPACC)

Introduction of Block day fee for Auditorium and Civic Hall and increase of Piano Tuning fees.

Areas	Details	21-22 Fees and Charges	Proposed 22-23 Fees and Charges	Comments
Other Charges	Commercial & Community Hire - Piano Tuning	\$279.00	\$310.00	Additional fees charged by the provider
Auditorium 1-4 Hour Minimum Hire	Commercial Hire - Blockout Day Fee	\$0.00	\$200.00	Cost recovery, room hiring for non-performing day during the Commercial artist show.
Auditorium 1-4 Hour Minimum Hire	Community Group From Colac Otway - Blockout Day Fee	\$0.00	\$0.00	Cost recovery, room hiring for non-performing day. *Community group discount 100% off.
Civic Hall	Commercial Hire - Blockout Day Fee	\$0.00	\$200.00	Cost recovery, room hiring for non-performing day during the Commercial artist show.
Civic Hall	Community Group From Colac Otway - Blockout Day Fee	\$0.00	\$0.00	Cost recovery, room hiring for non-performing day. *Community group discount 100% off.

Submission 12

Internal Submission (Fees and Charges) - Waste Management

Waste system refinement in response to customer feedback. Introduction and the evolution of the tip ticket system, which allows Council to move forward with the reduction and elimination of cash handling at drop off locations.

Fees & charges	Areas	Details	21-22 Fees and Charges	Proposed 22-23 Fees and Charges	Comments
Waste Management	All waste receival sites	Book of 30 tickets, Recycling disposal tickets - 240L	\$0.00	\$30.00	Waste system refinement in response to customer feedback. Introduction and the evolution of the tip ticket system, which allows Council to move forward with the reduction and elimination of cash handling at drop off locations
Waste Management	All waste receival sites	Book of 15 tickets, Recycling disposal tickets - 240L	\$0.00	\$15.00	Waste system refinement in response to customer feedback. Introduction and the evolution of the tip ticket system, which allows Council to move forward with the reduction and elimination of cash handling at drop off locations.

Submission 13

Internal Submission (Fees and Charges) – Governance

New statutory fees commencing from 1 July 2022 for Freedom of Information (FOI).

Areas	Details	21-22 Fees and Charges	Proposed 22-23 Fees and Charges	Comments
Freedom of Information	Application fee - 2 fee units	\$0.00	\$30.60	Statutory fees commencing from 1 July 2022
Freedom of Information	Search time - per hour or part of an hour (1.5 fee units)	\$0.00	\$22.90	Statutory fees commencing from 1 July 2022
Freedom of Information	Printing fee per page - A4 black and white copy - only apply to FOI search	\$0.00	\$0.20	Statutory fees commencing from 1 July 2022
Freedom of Information	Supervision of Inspection - \$22.90 per hour or \$5.70 per quarter hour or part of a quarter hour (1.5 fee units per hour, but calculated per quarter hour or part of a quarter hour)	\$0.00	TBC	Statutory fees commencing from 1 July 2022

5. CONSIDERATIONS

Overarching Governance Principles (s(9)(2) LGA 2020)

A number of relevant governance principles under S(9)(2) of the LGA 2020 apply to this report, including:

- a) Council decisions are to be made and actions taken in accordance with the relevant law:
 - i. The Draft Budget 2022/23 has been:
 - developed in accordance with the financial management principles as outlined in Section 101 of LGA 2020 and Council's Community Engagement Policy. (S96 LGA 2020),
 - developed to ensure that it gives effect to the Council Plan (S94(2) LGA 2020),
 - prepared in compliance with the 1.75% average rate cap set by the State Government for the 2022/23 financial year (S94(3) LGA 2020),
 - prepared to include commentary on the description and funding of services in the budget and the major initiatives that will contribute to the achievement of one of the four Strategic Objectives Council Plan 2021-2025 (S94(2) LGA 2020),
 - prepared in the form set out in the Local Government Model Financial Report (LGMFR) in accordance with the regulations, and
 - developed and prepared in accordance with a rigorous schedule, discussions with Councillors through 2022 as the Draft Budget was developed, development of a community vision and Council Plan 2021-2025 with the community, and finally, a community

engagement process prior to consideration by Council for adoption by 30 June (S94(1) LGA 2020).

b) priority is to be given to achieving the best outcomes for the municipal community, including future generations:

i. Commentary is included in section 2 of the Draft Budget on how the allocation of financial resources to services and initiatives in the budget will achieve the Strategic Objectives in the Council Plan 2021-2025.

c) innovation and continuous improvement is to be pursued:

i. Initiatives include Council's commitment to:

- undertake a four yearly planning scheme review,
- continue to grow its asset management capabilities, undertaking asset condition assessments for drainage and open space in 2022/23, and
- improving the customer experience through implementation of a new Customer Request System (CRS).

d) the ongoing financial viability of the Council is to be ensured:

i. The budget forecasts have been updated to provide:

- a meaningful projection of Council's long term financial position and provide a current understanding of Council's ongoing financial viability, and
- financial indicators that describe Council's current and projected performance across a range of key financial performance indicators.

e) regional, state and national plans and policies are to be taken into account in strategic planning and decision making:

i. Budget allocations include available funding opportunities for initiatives and capital works that will contribute to the achievement of Council's Strategic Objectives in the Council Plan 2021-2025, if known at the time of preparation of the budget, and

ii. The budget provides commentary relating to adjustment of the 2021/22 and 2022/23 Financial Assistance Grant allocations to be paid to Council in advance. This is in response to advice from the Victorian Grants Commission in April 2022 that the Commonwealth will increase the grant allocation advance paid to councils in June 2022 for the 2022/23 financial year, which is an increase from 50% to 75% of the allocation. The advance is budgeted to be held in cash (and identified in equity as a Reserve) for allocation in the following financial year.

f) the transparency of Council decisions, actions and information is to be ensured:

i. Council's Community Engagement Policy is applied to the Council budget development, including Council Fees and Charges.

ii. Statutory fees and charges, which are set by the State Government, are also included in the budget process alongside Council fees and charges to ensure transparency of all fees and charges collected by the Council. Statutory fees and charges applicable from 1 July 2022 are subject to a separate State Government review process and may therefore change.

li. The standard public exhibition period of six weeks in the Community Engagement Policy is proposed to be reduced to a period of five weeks to ensure sufficient time to adopt the budget by 30 June 2022 in accordance with the requirement of Section 94(1) of LGA 2020.

Policies and Relevant Law (s(9)(2)(a) LGA 2020)

In relation to the Budget, Council has specific obligations under the following sections of the LGA 2020:

- Section 94 – The Budget
- Section 95 – Revised Budget

- Section 96 – Preparation of budget and revised budget

Section 94 requires that:

- (a) A Council must prepare and adopt a budget for each financial year and the subsequent 3 financial years by 30 June each year.
- (b) The budget must give effect to the Council Plan and contain a list of prescribed information, which is in the form set out in the Local Government Model Financial Report (LGMFR) in accordance with the regulations.
- (c) If Council determines to apply a rate increase above the average rate cap for the financial year, the budget must contain a statement that Council intends to apply for an increase above the average rate cap, or is waiting for the outcome of an application, or specify any approved average rate cap that applies.

Section 95 requires that a Council must prepare and adopt a revised budget before the Council can make a variation to the declared rates or charges, undertake any borrowings not previously approved in the budget, or where Council considers a change to the budget should be the subject of community engagement.

In addition, Part 4 - Division 4 of the Act requires Council to implement the prescribed financial management principles in undertaking their duties. Section 96 specifically states that:

A Council must develop the budget and any revised budget in accordance with—

- a) the financial management principles; and
- b) its community engagement policy.

Environmental and Sustainability Implications (s(9)(2)(c) LGA 2020)

The Draft Budget, and subsequent 3 financial years, must reflect the objectives of the Council Plan. Therefore, the resources allocated to environmental, social, cultural and economic issues must be considered as part of the process.

Section 2 of the Draft Budget outlines the activities and initiatives under major service categories that will be delivered to contribute to the achievement of one of the four Strategic Objectives in the Council Plan 2021-2025.

Community Engagement (s56 LGA 2020 and Council's Community Engagement Policy)

In 2021, Colac Otway Shire Council adopted the community vision and Council Plan 2021-2025 with the support and collaboration of its community.

Due to the time constraints in ensuring the budget is adopted by 30 June 2022, it is proposed that the Draft Budget 2022/23, including the Draft 2022/23 Fees and Charges, be placed on public exhibition for a period of five weeks. During this time submissions will be invited to be considered by Council.

Public Transparency (s58 LGA 2020)

The Chief Executive Officer, authorised by Council, will give public notice via Council's website, local newspapers and social media following endorsement of the Draft Budget 2022/23, including the Draft 2022/23 Fees and Charges, at this Council Meeting, in accordance with Council's Community Engagement Policy.

The public notice will inform the community that Council has prepared the Draft Budget, including the Draft Fees and Charges, for the 2022/23 and will be on public exhibition for a period of five weeks. Copies of the Draft Budget will be available via Council's website, local newspapers and social media

to view on Council's website at www.colacotway.vic.gov.au or in person at Council's Customer Service Centres in Colac (2-6 Rae Street) or Apollo Bay (100 Great Ocean Road).

Alignment to Plans and Strategies

Alignment to Council Plan 2021-2025:

Theme 4 – Strong Leadership and Management

Objective 1: We commit to a program of best practice and continuous improvement

Objective 2: We are a financially robust organisation

Objective 4: We support and invest in our people {council-plan}

Financial Management (s101 *Local Government Act 2020*)

S96 of the LGA 2020 specifies that Council must develop the budget in accordance with the financial management principles outlined in S101 of the LGA 2020. The budget has been prepared in the form set out in the Local Government Model Financial Report (LGMFR), in accordance with the regulations. This presentation aims to assist the reader to understand how the following financial management principles have been considered in preparation of the budget:

- (a) revenue, expenses, assets, liabilities, investments and financial transactions must be managed in accordance with a Council's financial policies and strategic plans,
- (b) financial risks must be monitored and managed prudently having regard to economic circumstances (financial risks include any risk relating to the financial viability of the Council, the management of current and future liabilities of the Council and the beneficial enterprises of the Council,
- (c) financial policies and strategic plans, including the Revenue and Rating Plan, must seek to provide stability and predictability in the financial impact on the municipal community, and (d) accounts and records that explain the financial operations and financial position of the Council must be kept.

Specifically, the budget document includes commentary on:

- (a) how the budget is guided by the Revenue and Rating Plan, Workforce Plan and Long Term Financial Plan to enable the priorities identified within the Council Plan 2021-2025 to be achieved,
- (b) the description and funding of services in the budget and the major initiatives that will contribute to the achievement of one of the four Strategic Objectives in the Council Plan 2021-2025,
- (c) three year projections developed based on assumptions developed in the Long Term Financial Plan, which was adopted by Council on 27 October 2021, to provide a meaningful projection of Council's long term financial position and provide a current understanding of Council's ongoing financial viability, and
- (d) financial indicators that describe Council's current and projected performance across a range of key financial performance indicators.

Service Performance (s106 *Local Government Act 2020*)

Not applicable.

Risk Assessment

The budget process must comply with a rigorous schedule to ensure the budget meets the statutory requirements outlined in this report, including final adoption by Council of the budget by 30 June. As a consequence, the standard public exhibition period of six weeks has been reduced to a period of five

weeks (as provided for in Council's Community Engagement Policy), to ensure sufficient time to adopt the budget by 30 June 2022.

The financial sustainability of the Council over the long term has been a focus of this budget and Council is committed to address these challenges. Without important changes to Council's service offering and delivery models, future years will also present deficits and erode Council's ability to support the community in the future.

Communication/Implementation

The draft budget is planned to be placed on public exhibition for a period of five weeks, following endorsement at this Council Meeting as per Council's Community Engagement Policy. In order to achieve the legislated deadline of adoption by 30 June, submissions will be invited during May and any person wishing to be heard in support of their submission will be invited to a Submissions Committee meeting scheduled on 15 June 2022 prior to consideration and adoption of the Budget at the Special Council Meeting to be scheduled on 29 June 2022.

Human Rights Charter

Not applicable.

Officer General or Material Interest

No officer declared an interest under the Local Government Act 2020 in the preparation of this report.

Options

Option 1 – Adopt the 2022-23 Budget including 2022-23 Fees and Charges as presented.

This option is not recommended by officers. It is recommended by officers that the new changes from Fees and Charges should be considered as amendments.

Option 2 – Adopt the 2022-23 Budget including 2022-23 Fees and Charges with amendments

This option is recommended by officers. It is recommended by officers that the new changes from Fees and Charges will be considered as amendments.

The prepared 2022-23 budget document (including Fees and Charges) has been developed over a number of months, has been guided by Councillors participating in dedicated budget briefing sessions, informed by public submissions and incorporates Council's most recent information and decisions. Importantly, the Budget Report 2022-23 incorporates important initiatives to support the community and will support ongoing service delivery. Adoption of the budget at this meeting will also fulfil Council's obligations under the Local Government Act 2020.

Option 3 – Do not adopt a Budget

This option is not recommended by officers. If Council doesn't adopt a budget for the next financial year, or delays the adoption of an annual budget it may:

- i. Compromise its ability to strike rates in accordance with legislation
- ii. Delay the opportunity for the community to receive benefits from new initiatives
- iii. Impact delivery of important ongoing services
- iv. Compromise Council's ability to comply with its obligations under the *Local Government Act 2020* and *Local Government Act 1989*.

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
1	1	<p>Is there a strategy for this kind of action in Apollo Bay, or would that need to be developed first?</p> <p>Tree canopy cover in Apollo Bay also side and back streets of town would to assist in making the street more enjoyable for walking and cycling along (especially in the heat); increase sun protection of residents and visitors, as well as help to mitigate the impacts of climate change through cooling.</p> <p>In addition to this, I would like to see council consider greater shading of the local playground along the GOR, including greater natural shading through tree planting, but also shade cover. This is particularly necessary for the hot west afternoon sun, but also includes shading for other parts of the day. This budget item will also help to reduce exposure to harmful UV for public health, as well as help community enjoy the playground facilities more.</p> <p>I would also like to know if a playground upgrade has been considered by council?</p> <p>It would be nice to see a few more open play options for younger children, making use of natural and recycled materials, and if possible, would be great to get community feedback on this as part of draft budget.</p>	Yes	A future upgrade to the playground in the Apollo Bay foreshore has been anticipated in the draft Community Infrastructure Plan that has recently been placed on exhibition. Any future upgrade however would be the responsibility of the Great Ocean Road Coast and Parks Authority (GORCAPA) as it is located on crown land managed by the Authority.
2	2	Some money to identify and implement a site and plan for a bmx track or bicycle pump track.	No	Council has allocated \$10,000 in its 2021-22 budget to investigate site options for a potential bike park. Further allocation for design work would be premature until a site is agreed.
3	3	<p>In reviewing the proposed operating and capital expenditure items contained within the budget, we notice the paucity of future grants from both state and federal governments such as those received to partially finance the construction of the Cororooke Open Space.</p> <p>We are concerned that the delays and increases in costs associated with this project will impact negatively on the final outcome that was approved some time ago by both Council and the local community.</p> <p>Would Council please provide assurance that provision has been made in the budget for the project to be completed according to the previously agreed plan (adjusted for updated timeframes)? We would expect any major changes to be discussed with the local community before any decisions are taken. While we realise that the budget deals mainly with categories rather than individual projects, we are seeking reassurance that adequate provision has been made for the unforeseen increases in costs that have occurred in this and probably other works delayed by the events of the last two years.</p>	No	A large proportion of works are now under contract and so establishing more certainty around the project cost. The remaining works to be contracted will be discussed with the community before finalising scope.

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
4	4	Drainage upgrade, money to cover all 2050 growth plan	Yes	The Colac Stormwater Strategy, completed in 2019, identifies a range of improvement works required across the drainage network throughout Colac to facilitate and meet the objectives of the Colac 2050 Growth Plan. Council remains committed to infrastructure funding, which is considered within the Asset Plan and Long Term Financial Plan. Examples of Council's commitment include the inclusion of stormwater improvement at Bruce Street in Council's Draft Budget for 2022-23 and the significant upgrade investment at Elliminyt Drainage Reserve.
5	4	What percentage of rates estimated to be received in the 2022-23 year is required to cover these expected excess operating expenses to keep Bluewater in Colac operating?	No	The budgeted operational cost of Bluewater Leisure Centre for 2022-23 is approximately 2.1 per cent of total rates income.
6	5	Local roads are under increasing use with the increase in population and the expansion of residential subdivisions. Forest street south is a good example with some parts worn down to the dirt with hardly any gravel left partly due to the steep gradient of the road.	No	Council undertakes regular asset condition assessments of roads to determine remaining pavement and life and prioritises roads that need resheeting as part of its asset renewal program. Council doesn't have a strategic funding allocation to upgrade to sealed roads and therefore is active in pursuing external funding opportunities for these works.
7	6	Will both of these large new residential land developments incorporate design and planning features that address Council's commitment to 'contribute to reduction of global gas emissions' and to 'tackling climate change and its impacts on health'?	Yes	All new residential subdivision are required to meet design criteria that enables best use of sun for solar orientation of lots, provide for public transport connections, provide accessible public open space, establish active transport linkages with surrounding areas and provide street tree planting aimed at cooling the urban environment.
7	6	The draft refers to Council becoming carbon neutral in the 2021-22 budget year via a one-off offset for any residual carbon emissions. As at 3rd June this has not happened. The draft then refers to an 'embedded' further financial commitment to 'achieving its Carbon Neutral Target in the years ahead'. Does this clause mean that Council is committing to purchasing more off-sets in the years ahead? If so, such an approach contradicts the Council Plan indicator objective 2.2.1 to 'reduce dependence on carbon offsets.' Second, why is there no mention in the draft budget 2022-23 of any emission reduction projects? Is the community to conclude that there are none?	Yes	The 2021-22 budget made a one off allocation to carbon neutrality in that financial year. Through the development of the draft budget 2022-23 Council has incorporated an ongoing allocation to carbon neutrality through the life of the Long Term Financial Plan. This may be used to purchase offsets if needed, it doesn't demonstrate a specific investment in carbon reduction projects. These will be presented on a case by case basis when identified.
7	6	While Council has signed up to a regional partnership, a one-year membership of the BSW Climate Alliance, why is there is no 2022/23 budget commitment to the other two indicative actions required by the Council Plan in the coming year?	Yes	Actions in the Council Plan are intended to be delivered over four years and are subject to resourcing.

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
7	6	The draft 2022/23 Draft budget does not address Objective 2.2.3. The new 'Waste Management Charge' with increases of 3.6% / 3.4% for weekly /fortnightly kerbside collections seems to be simply a revenue raising exercise. Could the 'Waste Management Charge' be an opportunity to encourage rate payers to reduce landfill by rewarding owners to compost and switch to fortnightly collection? This measure may also generate cost savings for Council by reducing weekly collections More concerning is the absence of any other measures in the draft budget to encourage community emission reductions or water usage via such initiatives as assistance in improving home energy efficiency or assistance in water saving and water harvesting techniques.	Yes	The increase in the waste charge aims to address the increasing cost in waste services which includes landfill levies paid to State government. The levies paid assist to fund programs that deliver Statewide education and waste service, including community education, including a subsidy through general rates which is constrained by the rate cap.
7	6	Council Community Grants have potential for Council to have a more direct impact on assisting the-whole of -Colac Otway Shire-community in reducing carbon emissions. Local communities working with local Council funds on local issues is a potent combination. There are good stories of how this works and to what effect: Apollo Bay based Southern Otways Sustainability Inc (S.O.S) has used a number COS Community Grants to initiate a 100% renewable energy by 2030 program to address local power issues AND reduce carbon emissions. But the small and often piecemeal funding makes it slow and inefficient work. Can Council use Community Grants to better target its 2.2.2 and 2.2.3 objectives in the Theme: Valuing the natural and built environment?	Yes	Whilst it is encouraging that the community grants are seen as helpful, they are not intended to be a vehicle for major or capital investment. Council monitors other funding opportunities and promotes this to community groups. Council also undertakes regular reviews of its Community Grants programs to ensure their funds are delivering desired outcomes.
7	6	The draft 2022/23 Budget records that the Emergency Management budget is \$240K - a 66% reduction on 2021/22 forecasts (\$696K) and 316% less than the 2020/21 actual spending of \$999K. How does Council explain these major reductions of budget for Emergency Management Services? : In the COS 2021-22 Annual Plan (Theme 2.1.3) 'a scheduled capital works program that addressed impacts from climate change and extreme weather events' was to be completed. Has that part of the scheduled capital works been completed? In the draft 2022/23 Budget (see 'Summary of Capital Works expenditure' 2022/23 on pg55) why are there no specific capital programs listed for impacts of climate change in the portfolio of works worth \$13.597M?	Yes	Prior to the COVID 19 Pandemic the Net Actual Emergency Management Budget for the 2018/19 Financial Year was \$189k. As indicated the Net Actual for 2020/21 was \$999k. However this amount included costs associated with the pandemic response and the 2022/23 budget does not include any costs for pandemic response. Also, Council made an allocation to landslip works in the 2021-22 buget, these works are largely complete or underway. Remaining works will be carried forward into the next year for completion. The region experienced further extreme weather events in late 2021 through storms. Capital works to address these impacts will be largely funded through Federal Disaster Recovery funding. This is not detailed in the draft 2022-23 Budget as claims are progressively made.
7	6	It is not clear where this initiative sits in the draft budget - is it the 'Environment' service with a budget of \$658K? It seems logical that the tree planting program would follow the development of 'the urban cooling strategy and the canopy target' which are tied to the Environment Strategy review which has not yet been completed.	Yes	It sits within Infrastructure Services, because that is the division that will deliver the tree planting works.

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
7	6	<p>The Council has been unable to deliver either the Environment Strategy or the Climate Action Plan in 2022 despite</p> <ul style="list-style-type: none"> • 'Tackling Climate change and its impact on health' being a key priority for the community and Council (Council Plan 2021-25 pg21); • its prominence in the Council Plan 2022-25 & the Annual Plan 2021/20; • Council's commitment to take 'a leadership role to demonstrate best practice' on the issue (Council Plan 2021-25 pg5);• and, despite the accelerating climate crisis that faces this Shire, this State, this country and the global environment. <p>In answer to questions to Council in early 2022, requesting updates on the progress on the Climate Change Action Plan, the community was told that Council did not have the staffing resources to complete it in 2022 and that it would follow the Environment Strategy review 'sometime in 2023'.</p> <p>The draft 2022/23 Budget is unacceptably vague in the financial commitment and the timing for these two urgent and critical Council actions that are essential to protect and support the people, the property, the economy, the environment and future of the Shire. Further, the Council has rejected community based offers of assistance in the developing the Climate Change Action Plan despite the commitment that Council action plans will be informed by ongoing partnerships with agencies, community and other levels of government (Council Plan 2021- 25 pg7)</p>	Yes	The Environment Strategy work is under way in the 2021-22 year through existing operational resources and will continue in 2022-23, inclusive of the development of a Climate Action Plan. No specific allocation is required as the work will be delivered through existing recurrent operational budgets. The Climate Action Plan will provide a framework for future budget considerations.
8	2	No good rezoning land for 1000 more houses if there is nowhere to park in Colac CBD COS must get ready now for the future population increase. Current nowhere for hospital staff to park, regal staff, tourists or large vehicles and new GR zones not walking distance to CBD. Can't just fine ppl.	No	Parking availability, location, type (i.e. timed) and use are considered within the central business areas of Colac to ensure parking needs are understood and adjusted to best service the needs of businesses and residents. Car Parking strategies are undertaken to assist in planning and decision making and will continue to be undertaken as required to enable Council to adequately meet the needs of our residents as Colac continues to develop.
9	7	Re-opening of the Visitor Information Centre. A vibrant and well informed visitor information centre will enhance the visitor experience and encourage longer stays in the region which will increase economic benefit to our community. - tourism is a major employer in the shire and needs to be supported. Has flow on benefits to other sectors	Yes	The draft budget has retained Council's commitment to tourism including the Colac Visitor Information Centre.
10	8	Regarding access to this document. The link should be included in the spiel on the left-hand side. Why can't ratepayers be informed via mail/email that this document is available for comment? The purpose of a budget is also to exclude items that are not warranted by the community.	Yes	Thank you for the suggestions which will be considered when exhibiting draft Budgets in future years.

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
10	8	<p>It is disappointing that council does not recognize the significance of the farming community and the huge direct costs including council rates that have and will impact us as well.</p> <p>Land valuations have significantly increased plus the any additional rates rise equates to our rates rising.</p> <p>Commodity prices such as grain, fuel including diesel and fertilizer are all at record highs.</p> <p>Accessing imported machinery and supplies in a timely manner is challenging and can also limit production capacity of our sector.</p> <p>No mention is made of the war in Ukraine and the impending threat of FMD from Indonesia.</p> <p>Combined all these cost impacts our capacity to have funds to renew capital and continue farming.</p>	Yes	<p>As per the recently adopted Revenue and Rating Plan, Council retained the “Farm” rate differential at 75% of the base rate in the dollar to provide assistance and avoid shifting further rate burdens on to the Farming sector. Farm assessments account for 18% of the rates assessments in the whole shire (compared to 72% for residential and 6% for commercial assessments), with the sector generating considerable economic activity.</p> <p>Colac Otway Shire, along with the rest of regional Victoria, has experienced considerable rises in property values in the last year. Valuations are a key factor in the calculation of Council rates, along with the type and location of the property, however large increases in valuations do not mean a significant increase in rate income for Council. This is because the total revenue to be collected by Council is set through the budget and limited by the Fair Go Rates System, which creates a cap on average rate increases 1.75%. Council’s draft budget seeks to mitigate valuation induced increases by reducing the rate in the dollar by 20% for each rating category.</p>
10	8	<p>The Colac Maternal and Child Health building should not be upgraded, the community needs a modern purpose-built facility on a new site.</p> <p>It needs to be relocated to a safer site for families to access. Families should be able to park securely undercover on site to facilitate safe access to and from their vehicles and into the building.</p> <p>Staff should also have secure undercover parking and access to the building.</p> <p>I strongly advocate that this service should be open from 6am to 10pm daily.</p> <p>It should cater for all members of the community, especially shift workers.</p> <p>Historically the old Colac Shire building was in Rae Street prior to the construction of COPACC.</p>	Yes	<p>Council has no short term plans for relocating Colac Maternal and Child Health facility. The specific issues raised in the submission are not familiar to Council and the submitter will be contacted to further understand concerns.</p>
10	8	<p>RE: Customer Request System Project</p> <p>How can COS demonstrate that it can provide this service without “blowing the budget”?</p> <p>What and who will be accountable for the delivery of this project?</p> <p>What provisions are there to ensure that this project will be delivered in the proposed time frame?</p> <p>Will all the documents relating to this project and all council projects be accessible to the public?</p> <p>Will this proposal remove the current after-hours call centre, that doesn’t know how to spell local areas eg. Birregurra?</p>	Yes	<p>The Customer Request System will be delivered within a project management framework and if there are budget challenges, these will be resolved with Councillors. This project does not remove the need for an after hours call centre.</p>

Colac Otway Shire Draft Budget 2022-2023 - Budget Submissions

Submission #	Submitter #	Details of submission	Request to Speak?	Comment / reply to submission
10	8	RE: Capital Works Projects How can COS demonstrate that it can provide these works without “blowing the budget”? What and who will be accountable for the delivery of these works? What provisions are there to ensure that this works will be delivered in the proposed time frame? Will all the documents relating to this works be accessible to the public?	Yes	Capital Works Projects will be delivered within a project management framework and if there are budget challenges, these will be resolved with Councillors.
10	8	How will COS measure STRONG LEADERSHIP & MANAGEMENT and demonstrate to the public that they will 1. not allow any “dodgy decisions” to be made 2. not allow any Projects to run-over budget 3. have public meetings at various times/days of the year to discuss issues Personally due to my farming commitments (milking time) I cannot regularly attend scheduled council meetings at 4pm	Yes	Unless there is an absolute necessity to do so, decisions made by Council are made in open Council meetings, transparently and accountably. Decisions will not always be popular with the entire community, but they are made democratically, and where necessary and appropriate, with community consultation. During the budget process projects are costed with the best possible information available. This does not always guarantee a project won't run over budget, or for that matter, under budget. Council makes the best possible endeavours to ensure projects run as close to budget as possible. Unfortunately sometimes extenuating circumstances intervene that may cause over-runs. Project delivery and management is an area of significant focus for Council. Council has a commitment to community engagement. This commitment is displayed through the Community Engagement Policy. Much of the specific engagement done by Council is done out of normal working hours, in the evenings and on weekends. Council meetings have been held at different times over the years. The current commencement time of 4.00pm has been in place for a number of years and seems to be a time suitable for most people.
10	8	One of the reasons that COS embarked on the JOINT-USE LIBRARY service was to enable the library to be open longer hours. I strongly advocate that the library should be open from 6am to 10pm daily. It should cater for all members of the community, especially shift workers. Even though today I read in the Colac Herald that patronage is down on a Friday night.	Yes	The opening hours look to provide reasonable access to the majority of community members. This submission will be forwarded to Geelong Regional Library Corporation for future consideration when library hours are next reviewed.

Colac Otway Shire Draft Budget 2022-2023 - Staff Budget Submissions

Submission #	Fees & charges	Areas	Details	21-22 Fees and Charges	Proposed 22-23 Fees and Charges	Comments
11	COPACC	Other Charges	Commercial & Community Hire - Piano Tuning	\$279.00	\$310.00	Additional fees charged by the provider
	COPACC	Auditorium 1-4 Hour Minimum Hire	Commercial Hire - Blockout Day Fee	\$0.00	\$200.00	Cost recovery, room hiring for non-performing day during the Commercial artist show.
	COPACC	Auditorium 1-4 Hour Minimum Hire	Community Group From Colac Otway - Blockout Day Fee	\$0.00	\$0.00	Cost recovery, room hiring for non-performing day. *Community group discount 100% off.
	COPACC	Civic Hall	Commercial Hire - Blockout Day Fee	\$0.00	\$200.00	Cost recovery, room hiring for non-performing day during the Commercial artist show.
	COPACC	Civic Hall	Community Group From Colac Otway - Blockout Day Fee	\$0.00	\$0.00	Cost recovery, room hiring for non-performing day. *Community group discount 100% off.
12	Waste Management	All waste receival sites	Book of 30 tickets, Recycling disposal tickets - 240L	\$0.00	\$30.00	Waste system refinement in response to customer feedback. Introduction and the evolution of the tip ticket system, which allows Council to move forward with the reduction and elimination of cash handling at drop off locations
	Waste Management	All waste receival sites	Book of 15 tickets, Recycling disposal tickets - 240L	\$0.00	\$15.00	Waste system refinement in response to customer feedback. Introduction and the evolution of the tip ticket system, which allows Council to move forward with the reduction and elimination of cash handling at drop off locations.
13	Governance	Freedom of Information	Application fee - 2 fee units	\$0.00	\$30.60	Statutory fees commencing from 1 July 2022
	Governance	Freedom of Information	Search time - per hour or part of an hour (1.5 fee units)	\$0.00	\$22.90	Statutory fees commencing from 1 July 2022
	Governance	Freedom of Information	Printing fee per page - A4 black and white copy - only apply to FOI search	\$0.00	\$0.20	Statutory fees commencing from 1 July 2022
	Governance	Freedom of Information	Supervision of Inspection - \$22.90 per hour or \$5.70 per quarter hour or part of a quarter hour (1.5 fee units per hour, but calculated per quarter hour or part of a quarter hour	\$0.00	TBC	Statutory fees commencing from 1 July 2022

