

TAIRAWHITI

PUBLIC CONVENIENCES PLAN

2018





ACKNOWLEDGEMENTS

The Public Conveniences Plan is one of a suite of plans prepared under the Tairāwhiti Community Facilities Strategy.

The development of the Strategy was guided by a governance group of regional stakeholders including:

- ▶ Eastland Community Trust
- ▶ Gisborne art community
- ▶ Gisborne District Council
- ▶ Hiruharama School
- ▶ Sport Gisborne Tairāwhiti
- ▶ Tairāwhiti Cultural Development Trust
- ▶ Te Runanganui o Ngāti Porou
- ▶ Te Runanga o Turanganui a Kiwa
- ▶ Tolaga Bay Area School

Many other organisations and individuals have generously contributed to the Plan through focus groups, meetings and submissions.

Many thanks to all of these people for the time and energy they volunteered to ensure Tairāwhiti has a clear path for our community facilities.

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PLAN ON A PAGE

The Plan on a Page summaries the key parts of the Public Conveniences Plan – the key issues and opportunities, the objectives and actions.

Details are in the body of the document.

KEY ISSUES AND OPPORTUNITIES

- ▶ Asset affordability
- ▶ Uneven distribution
- ▶ Distribution of assets that are not fit for purpose
- ▶ History of poor customer satisfaction
- ▶ Ageing facilities leading to poor amenity
- ▶ Changing demands
- ▶ Knowledge of the assets
- ▶ Well informed approach to level of management of assets.

OBJECTIVES

Network planning and affordability

- ▶ To provide an affordable public convenience network that meets the needs of visitors and residents.
- ▶ Conveniences in Tairāwhiti are appropriately located (right number in the right place).

Design

- ▶ To provide a quality network of attractive and easily distinguishable public conveniences.
- ▶ To uphold consistent standards for a safe, inclusive and environmentally sustainable network.

Asset management

- ▶ To improve the quality of public conveniences in Tairāwhiti.
- ▶ To effectively maintain a clean, fit for purpose public convenience network.

Key action	Cost (est)	Timeframe
1. Install counters in public convenience facilities to determine user numbers at each site, including during major holidays	TBC	2020-2021
2. Undertake a complete assessment of the network of public conveniences reviewing the following: <ul style="list-style-type: none"> • levels of service at each site • amenity and quality • compliance with standards • services in relation to the network • criteria in this Plan More in demand sites will be prioritised for assessment	\$50,000	For 2021-31 Long Term Plan
3. Develop and implement public convenience design guidelines to ensure design consistency, compliance with standards and more connectivity with other community facilities and Council assets	\$25,000 (for design guidelines only)	For 2021-31 Long Term Plan
4. Undertake triennial planning to fund public conveniences: <ul style="list-style-type: none"> • to support affordable provision of the regional network as part of long term planning (including rationalisation) • to investigate options for partnership in public convenience provision 	Nil	2020-2021 (For Long Term Plan), ongoing
5. Improve integration of asset management systems, to better understand and use data to support asset management planning, including budget setting	Nil	Ongoing
6. Regularly provide updated information to other organisations who distribute maps and lists regarding convenience locations to ensure dispersal of appropriate information	Nil	Ongoing

INTRODUCTION

PURPOSE

The purpose of this Plan is to give direction for achieving consistency in the management of Council's public conveniences to ensure that health, wellbeing and convenience is provided for communities and visitors within the Tairāwhiti region.

SCOPE

The Plan provides strategic direction for public conveniences in the Tairāwhiti region for the next 20+ years. It is a tool to assist decisions on planning, funding, managing and operating public conveniences.

The scope of public conveniences extends further than toilet facilities. It includes other services such as motor home effluent stations, changing rooms, nappy changing stations, showers and drinking water fountains to facilitate the use, liveability and amenity of our places.

This Plan does not replace the need for more detailed site-specific research and analysis during project development.

Actions identify where gaps in Council's knowledge exist, and how we plan to move forward to inform the future of the region's network.

Conveniences provided at other Council owned and managed community facilities (e.g. the Olympic Pool Complex, HB Williams Memorial Library etc.) sit outside the scope of this Plan. Restrooms, showers and dump stations located in privately owned shopping facilities, eateries, camp grounds, information centres, galleries, and service stations also sit outside of the scope of this Plan.

LIVING DOCUMENT

The Plan has been developed based on current information available. But communities aren't static. The way we view facility provision shouldn't be fixed either. The Plan needs to be able to change as information is updated and planning evolves over time.

HOW TO USE THIS PLAN

This document is organised into the following parts:

Part A: Context

Part B: Issues and opportunities

Part C: Objectives and policies

Part D: The Network

Part E: Actions

Part F: Guidelines

IMPORTANCE OF PUBLIC CONVENIENCES

Public conveniences are important to our Tairawhiti-Gisborne community, and for visitors to the region.

- ▶ Public toilets are recognised as an essential element in public infrastructure, providing a basic health and sanitation service for everyday living and to support people's movement and social and physical activities around the region.
- ▶ Public conveniences cater for all people: residents, workers, visitors and those who are homeless, regardless of gender, race, age, economic status, ability or appearance.
- ▶ They support recreational activities, tourism, the local economy and overall economic growth.
- ▶ Toilets are often the first place to be visited in any location. The quality of experience when using public conveniences in Tairawhiti is one of the first things noticed by any visitors to the region during their journey.
- ▶ Council plays a key role in providing public conveniences that are safe, accessible, clean, environmentally friendly and financially sustainable.

CONTEMPORARY CONVENIENCE TRENDS

- ▶ Contemporary toilet facilities tend to occupy smaller footprints with fewer cubicles, are more likely to be gender neutral, fully-accessible for people with a disability and their carers, have doorways opening directly to the street and wash areas in full public view.
- ▶ Current trends indicate the preferred positioning of public conveniences is on main thoroughfares or locations with good public surveillance.
- ▶ They tend to be designed so they have a natural light source, are well ventilated and are clearly identifiable.
- ▶ They are often combined with other facilities such as parenting rooms, information booths, showers and changing rooms, and are equitably distributed.
- ▶ They often have contemporary and environmentally sustainable design features and fittings for easy or automated cleaning and technology for remote management.
- ▶ They are easy to find through a range of media, with consistent, universal signage and wayfinding systems. They are promoted on websites, in apps, brochures and information centres.

DEMAND FOR PUBLIC CONVENIENCES

- ▶ There is a lack of information about the number of users at each existing site on a daily, weekly or seasonal basis. We can see that demand for public conveniences is generally set to increase. Our tourism numbers and population are forecast to grow significantly. This, combined with changing trends for the use of our most important spaces, impacts our network's ability to cope, as well as Council's ability to afford increasing costs.
- ▶ This is supported by a forecast growth in visitor numbers and investment in tourism nationwide as shown in Figure 1.
- ▶ Visitor arrivals to New Zealand are expected to grow 5.4% a year, reaching 4.5 million visitors in 2022 from 3.1 million in 2015. Total international spend is expected to reach \$16 billion in 2022, up 65.5% from 2015.

Growing visitor numbers

- ▶ Our tourism sector has significant scope for growth, with Tairawhiti visitor numbers trending upwards. The Tairawhiti tourism sector is currently valued at \$136m per annum with \$20m from international visitors¹. Our region proactively recognises the role tourism plays in our economy and is looking to grow this sector and our visitor numbers.

- ▶ Freedom camping numbers have grown nationwide, with an estimated increase from 10,000 visitors in the early 2000s to around 80,000 in more recent years². As a region that welcomes freedom campers, we need to consider our provision for this increasing demand from visitors.

¹ He Huarahi hei Whai Oranga Tairawhiti Economic Action Plan 2017

² <http://www.mbie.govt.nz/info-services/sectors-industries/tourism/tourism-research-data/ivs/ivs-analysis-and-research/freedom-camping-by-international-visitors-in-new-zealand>

Tourism an economic focus

- ▶ He Huarahi Hei Whai Oranga/The Tairawhiti Economic Action Plan, and the Tairawhiti Maori Economic Development Report both identify the importance of tourism development in our regional economy. Several core activities to grow the sector were identified focussed on enabling the completion or development of key tourism infrastructure - including those planned for as part of the Tairawhiti Navigations Project. With regional economic growth taking a strong focus on tourism, the right number and appropriate location of public conveniences will need to cater to these demands.

Transport modes

- ▶ Transport modes which enable visitors to connect with our region are also set for significant investment.
- ▶ In May 2016 Air NZ confirmed it will increase passenger capacity on the Gisborne to Wellington route by 70%. Council, together with Eastland Community Trust, Air New Zealand and Activate Tairawhiti have committed to combine resources to grow Tairawhiti tourism, and increase Air New Zealand's Gisborne seat sales. We have seen an immediate addition of 40,000 air seats offered through this campaign in the 2016/17 summer season.
- ▶ The cruise ship industry has doubled over the last five years and is one of the fastest growing tourism opportunities. From having just one cruise ship visit in 2013, Gisborne is has become a significant destination port with 13 cruise ships visiting during the 2016/17 summer season bringing 22,500 visitors (plus 6,000 crew) - an uplift of 40% on our previous cruise season. Our inner harbour and port area plays a key role connecting these visitors with the rest of the region.

- ▶ Cycleway connections are gaining momentum. Completing a feasibility study for a Gisborne-Napier cycleway was identified in our regional economic action plan as a key activity for growing our tourism sector³.
- ▶ Our land transport connections are improving. Upgrades to SH35 and SH2, to improve interregional connections from Bay of Plenty and Hawkes Bay are key actions being led by Council and the NZ Transport Agency⁴.
- ▶ There is a growing number of domestic motor caravan users, who travel to regional destinations like Tairawhiti throughout the year - not just peak visitor times. The New Zealand Motor Caravan Association has over 75,000 members alone.

Growing population

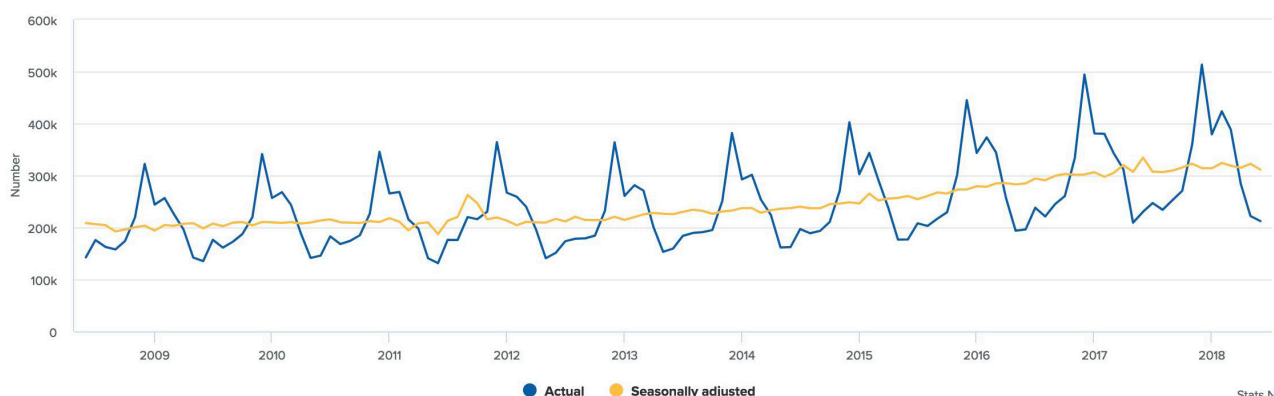
- ▶ The region's population for 2017 was 47,734 - this is forecast to grow to 52,063 by 2043. This means Tairawhiti will see a 9.07% increase in population over the next 25 years⁵. Projected population changes differ between age groups. We will experience a growing number of people over 70 years of age alongside reductions in the proportion of other ages.
- ▶ Uniquely we have a relatively even split between our Maori and non-Maori population: 48.9% of the population in 2013 were Maori (up from 47.3% in 2006), compared to Maori making up only 14.9% of the nation's population⁶. Table 1 shows the forecast population change for Tairawhiti until 2043.

3 He Huarahi hei Whai Oranga Tairawhiti Economic Action Plan 2017
 4 He Huarahi hei Whai Oranga Tairawhiti Economic Action Plan 2017
 5 Gisborne District Council population projections - .id forecast
 6 Statistics NZ

Table 1: Tairawhiti-Gisborne forecast population and households 2013 - 2043 (Source: Statistics NZ)

Summary	2013	2018	2023	2028	2033	2038	2043
Population	47,000	47,900	48,602	49,387	50,113	51,086	52,063
Change in population		900	702	784	727	973	977
Average annual change		0.38	0.29	0.32	0.29	0.39	0.38
Households	16,904	17,359	17,781	18,226	18,657	19,070	19,480
Average household size	2.75	2.72	2.69	2.66	2.64	2.63	2.62

Figure 1: Monthly visitor arrivals, June 2008-2018



SUPPLY OF PUBLIC CONVENIENCES

Council owns and operates 75 public toilets which have broad geographic distribution. These include 31 City and 26 rural fully serviced toilets almost always open to the public, and a further 18 that can be opened to support sports or event bookings. They have an asset value of \$3.81m (excluding land).

There are four effluent disposal facilities for freedom campers. These are located at:

- ▶ Doneraile Camping Park
- ▶ Mayfair Campground
- ▶ Te Araroa Transfer Station and
- ▶ Tokomaru beachfront (Waiotu Rd).

Council also provides showers, changing rooms, drinking fountains and hand wash stations around the region, with a majority located in or near Gisborne City. These come in a range of designs which reflect the era of their build. They include:

- ▶ 10 outdoor showers
- ▶ 21 drinking fountains
- ▶ 4 handwash stations (at Taruheru Cemetery)
- ▶ 21 outdoor taps (not drinking water quality)

Our people

- ▶ Our communities enjoy and highly rate their ability to use our outdoor spaces. We connect with others frequently, appreciate our surroundings, and exercise regularly. The top five sport and recreation facilities that we rate as important or very important are: beaches (91%); parks (88%); streets and roads (86%); cycle and walk ways (83%); wilderness areas (79%).
- ▶ This relates well to our current public convenience network distribution, located throughout high amenity and recreation areas, rural and coastal townships. Other conveniences are also offered for users through sport facilities and club rooms, supporting their ability to stay active and compete across many codes year round.

Location and distribution of public conveniences

- ▶ Public conveniences are characterised by having a wide geographic distribution, with a variety of designs that reflect the different eras of Council. They deliver an essential public amenity, for visitors and locals in places of high natural and social value.
- ▶ All public toilets in Gisborne City have a reticulated water supply and are connected to the public sewerage system. All other toilets and dump sites have their own storage or disposal systems.
- ▶ The number of public toilets located in or near Gisborne suburbs and town beaches, and coastal towns and beaches are high, with these two location types being home to over 81% of our 75 public toilets.
- ▶ Table 2 shows the current distribution of convenience facilities by area classification.

Performance of public conveniences

- ▶ Council's public convenience network has been one of the consistently lowest performing community facility types in the annual resident satisfaction survey, with 33% satisfaction in 2017-2018 compared to 32% in 2016-2017.
- ▶ Table 3 shows the total number and corresponding percentage change of requests for service relating to public conveniences received since 2010.
- ▶ In 2014, 85% of the convenience facilities stock had been renovated and modernised over a two year period⁷. Despite these renovations the Public Conveniences Assessment in 2015 (against mandatory criteria in NZS 4241:1999) found that around 70% of the urban facilities rated as an E (low), 80% of the rural facilities rated as D (modest) and 96% of coastal facilities rated as E or F (Low)⁸.
- ▶ Over the years, the design of Council-owned toilets has evolved to reflect national requirements for their safety, privacy and maintenance, and to address areas of need that had not previously been prioritised.
- ▶ Of note, the 2017/18 year saw a reduction of RFSs by 50% compared with the 2016/17 year. While the exact reasons for this significant reduction in RFSs are not entirely clear, there was a change in contractor alongside a lowering of vandalism and misuse which may have resulted in maintenance and servicing improvements.

⁷ 2015-2025 Public Conveniences Activity Management Plan
⁸ Gisborne District Council Public Convenience Assessment 2015

Current projects

Council has constructed four prefabricated toilets to replace existing, aged facilities/provide for growing visitor need at the following locations:

- ▶ East Cape Lighthouse
- ▶ Anaura Bay
- ▶ Hicks Bay
- ▶ Waipiro Bay.

The renewal and interior redesign of the Peel Street toilet facility is also being considered. This is to ensure it provides for public and visitor demand without losing the facility's historic exterior. It is proposed that the existing building will be closed, and that a new convenience facility be installed in the adjacent area.



An additional convenience is to be built as a part of the Inner Harbour Redevelopment Project. This is intended to service the inner harbour and the Titirangi maunga/Kaiti Hill area, for cruise ship visitors and tourists, pedestrians, runners and recreational fishers. It will be capable of supporting events, and may provide a nearby alternative convenience for freedom campers staying at Kaiti Beach.

While not within the scope of this plan, the New Zealand Motor Caravan Association has installed two new camp sites in the region, one near Kopututea the other in Te Araroa. These contribute to the network of motor home camping spaces, increasing regional capacity to support additional visitors. They do not contain effluent stations which service users.

Upgrades are also planned for nine drinking fountains during 2020-21. These are being replaced to improve their standard or hygiene, efficiency of use and style.

Table 2: Public convenience distribution

Area	Number	% of total
City centre	5	6.66%
Gisborne suburbs and town beaches	26	34.66%
Coastal towns and beaches	35	46.66%
Rural townships and other rural areas	9	12.00%
Total	75	

Table 3: Public convenience requests for service (RFS)

Year	Grand total	Percentage change from prior year
2010-2011	163	--
2011-2012	163	0.00%
2012-2013	171	+4.67%
2013-14	194	+11.85%
2014-2015	170	-12.37%
2015-2016	216	+21.29%
2016-2017	268	+19.40%
2017-2018	135	- 50%
Total:	1,480	

ISSUES AND OPPORTUNITIES

Planning for public conveniences needs to ensure that the most appropriate facilities are in the right place, at the right quality. Public conveniences are a significant investment for Council. They are costly to provide, maintain and renew. With changing user needs, potential environmental impacts at coastal locations and an increase in tourism to the region we need to ensure our conveniences are fit for purpose. Issues and opportunities particular to the Tairāwhiti public convenience network are outlined below.

AFFORDABILITY

- ▶ Operational budgets are often exceeded by reactive works. During the 2017-2018 financial year Council spent \$624,249 on scheduled works (contracted maintenance, cleaning and other services). Unscheduled maintenance, for reactive work like cleaning and repairs (including extra refills of water tanks and emptying of septic tanks over summer) cost Council an added \$188,640 in 2017-2018.
- ▶ New facilities are expensive. The recent cost of building and installing four public toilets on the East Coast averaged \$89,000 per self-contained facility. This didn't include features expected as part of a new facilities package (nappy change stations, rubbish bins, paths, bike racks, parking, plantings or other amenity features).
- ▶ Every addition to the network (even small assets like rubbish bins) creates an ongoing operational cost that Council and ratepayers must fund. This increases as the asset ages. With four new public conveniences added in 2017-2018, and more planned, Council needs to assess if all of our existing assets are required, and if Council can afford to fund their ongoing operation.
- ▶ Conveniences at destination sites largely service visitors to the region. However almost all public conveniences provided by Council are 100% ratepayer funded, with one-off exceptions like our user-pays facility on Bright Street.
- ▶ Providing appropriate public conveniences across the network is challenging, particularly with a number of ageing facilities in mixed condition. While increasing levels of service is costly, Council is responsible for ensuring each site is cared for to a standard that meets user demand and need.

AGEING FACILITIES

- ▶ Public conveniences are ageing. Over 25.75% of existing public toilet stock was constructed prior to 1970, with a further 22.72% constructed from 1970-1990 (not taking into account sports reserve facilities). This means that nearly half (48.46%) of all conveniences in the region are due for rationalisation, as they come to the end of their useful life.
- ▶ The overall amenity of public convenience buildings and their internal assets is poor, owing largely to the average age of most facilities. While there have been

fewer requests for service over the past year, residents still rate conveniences lower than any other facilities in Council's regular survey of resident satisfaction.

- ▶ In 2015, of the 75 public convenience facilities in Tairāwhiti many were sub-standard/ not achieving a good level of compliance and not 'fit-for-purpose'. Their era of build means many assets predate the Building Act (1991 & 2004) and non-statutory guidance such as the NZS 4241:1999 for Public Toilets and CPTED principles.
- ▶ Toilet facilities by their nature have the potential to discharge effluent. If not properly managed or renewed, ageing septic infrastructure can damage the environment and cause health risks.

APPROPRIATE LOCATION AND DISTRIBUTION

- ▶ The region's facilities are not always located in the right places. Historically new assets were reactively placed according to demand at the time, without a network review (rationalisation). This is overdue for areas where community need or site suitability (e.g. near eroding coastal areas or waterways) has changed.
- ▶ Varying levels of service are currently offered at different public convenience locations without clear rationale. For example, in a town centre the expected standard or servicing of a facility should be much higher than in a remote beach or rural location, however this is not always the case.

DAMAGE

- ▶ Some sites (particularly those open 24 hours or in remote locations) are repeatedly vandalised. The cost of repeated acts of arson at the Sponge Bay Toilets in 2016 averaged \$5,000 per incident, as well as unscheduled closures of the facility.
- ▶ Consistent misuse of toilet blocks results in cleanliness and hygiene issues. Toilets located in freedom camping areas for instance, are often used for washing and other camping activities which they are not designed for.
- ▶ Public convenience facilities are frequent targets of illegal dumping of waste.

UP TO DATE INFORMATION

- ▶ To find a facility that caters to their needs, people require up-to-date information that can be easily sourced. Inaccurate information on Council's website, printed publications, signage or other wayfinding tools is challenging for users looking to locate facilities which provide a particular service e.g. disability and mobility access, waste disposal, showering facilities and parent rooms.
- ▶ There is a lack of detailed information regarding historic services and renewals across the network. A full picture of facility provision is important when considering assets to develop, renew or decommission. Measuring or counting usage during key parts of the year is not undertaken. This makes it hard to assess a facility's ability to provide for community need over time or rationalise network renewal of ageing infrastructure (above and below ground).

NO DESIGN GUIDANCE OR CONSISTENCY

- ▶ Ageing facilities are becoming outdated in their design approach relating to designated gender separated toilets.
- ▶ Safety and security is a consideration, with separate entrances often shielded from opportunity for passive surveillance. It also means these building assets can take up a larger than necessary footprint, and cost twice as much to maintain and renew.
- ▶ Some facilities have poor casual surveillance. This is due to isolation from roads, pedestrian paths, car parks and activity generators, views of the building being obscured, and poor illumination of entrances at night.
- ▶ Where there is an opportunity (and it is affordable to do so), Council should maximise the visual amenity of public conveniences, using other community facility development and place-making opportunities (i.e. art, design, consistent building materials and amenity plantings in public places to complement facilities).

CHANGING DEMAND

- ▶ Our convenience network will need to adapt and cater to changing demand. An ageing population and changing sports, recreation and leisure trends impact on how suitable our facilities and levels of service are in specific locations.
- ▶ As a region we aspire to increase our regional profile as a tourism destination of choice. Council recognises this by funding our regional economic development agency, Activate Tairāwhiti. Growth in visitor numbers impacts both facility type and levels of service. For example, provision of facilities for responsible camping brings specific challenges in terms of sanitary services.
 - Planning for effluent stations and camper friendly conveniences must include distribution, location and whether they meet current and future need.
 - Waste management, access to water for showers or washing dishes, changing areas and drinking fountains are also important. With a wide range of vehicles used by freedom campers, not all are equipped with amenities for personal hygiene - a large number rely on the public availability of these types of services.
 - Siting is an important consideration. For instance, with effluent stations, drive through or large turning areas are required for longer length vehicles as motor caravans can be up to 12m long and can have their tank release valves on any side of the vehicle.



NETWORK PLANNING AND AFFORDABILITY

OBJECTIVES

- ▶ To provide an affordable public convenience network that meets the needs of visitors and residents.
- ▶ Conveniences in Tairāwhiti are appropriately located (right number in the right place).

POLICIES

Financial sustainability

- ▶ Council will consider whole of life costs when designing new facilities and during the refurbishment of existing facilities to ensure a resilient, fit for purpose and affordable network is achieved.
- ▶ Facility provision will be undertaken in a planned way, considering potential impacts on the network as a whole. This includes considering partnership opportunities for public convenience provision before building new facilities.
- ▶ Council will engage with adjoining local authorities, Activate Tairāwhiti, the NZ Transport Agency and others to ensure continuity and quality of convenience service provision at shared popular destinations and wait areas, and along main travel routes.
- ▶ Council recognises that community needs and preferences for public conveniences are diverse and changing and will adopt an evidenced based approach to determining priorities and updating investment plans.

Prioritisation of the network

- ▶ Provision of public conveniences will be a hierarchy-based approach consisting of two tiers: regional and local. The desired specifications for the tiers are outlined in Part D of this Plan. This takes into account:
 - user type and demands
 - the needs being met
 - geographic spread
 - access to transport networks (including walk and cycle ways)
 - real cost of provision- including ongoing long term maintenance, servicing and cleaning.

Decision making

- ▶ Decisions to invest in the renewal of existing facilities and development of new facilities will include careful consideration of:
 - the community facilities investment principles and criteria
 - any alternative options, including whether co-location of services or use of another facility nearby would address the issue
 - whether compelling and robust evidence for change exists
 - whether clear and demonstrated community need (evidenced through research and consultation) for the facility exists
 - whether the service is unlikely to be available to the public without Council intervention.
- ▶ Where an existing facility does not meet those criteria, Council will carefully consider the following courses of action:
 - change level of service (e.g. changing room only)
 - co-location with another nearby facility
 - relocation to a more suitable site nearby
 - renewal of non-compliant components
 - disestablishment
 - removal.
- ▶ Where the need for a new or renewed public convenience facility has been approved, Council will consider the following options:
 - private development and/or sponsorship
 - collaboration/partnership
 - fully owned and operated by Council.
- ▶ Council will consider collaboration and partnership to deliver public conveniences where:
 - there is compelling evidence of community need (this may include facilities that fulfil multiple needs)
 - public access is assured and user costs are reasonable
 - the facility is unlikely to be available to the public without Council support or intervention

- the facility owner demonstrates that the facility continues to meet community needs
 - the health and safety standards and personal security of users are assured
 - the proposed provider can demonstrate an enduring commitment to providing community access to public conveniences
 - it can be demonstrated clearly that the facility meets the levels of service outlined in this Plan.
- ▶ Disestablished toilets that are subject to repeated acts of vandalism and no longer provide a public service can be removed at Council's discretion

Location

- ▶ All public toilets will be easily identifiable and sited in safe, easily accessible locations.
- ▶ Council will consider siting new or relocated public toilets in areas where:
- there is high pedestrian traffic or areas of public assembly
 - within the central business district and major retail areas
 - popular destinations or areas used for outdoor recreational purposes (e.g. freedom camp sites, beaches, parks and reserves, etc.)
- ▶ Council will consider the merits of the types of site above using the following criteria:
- that there are no adverse impacts on the community's safe use and enjoyment of the location
 - that there are no adverse impacts on cultural values for the site, adjacent property owners and Council's future plans for the area
 - that the right level of service is provided for the location and local user demand
 - that the site fulfils the asset requirements for environmental resilience and sustainability.

Evidenced approach

- ▶ Planning for public conveniences will be based on robust evidence and consider the current and future needs of both visitors and residents.
- ▶ Council will provide for changing public need through monitoring demand and the use of facilities, and regularly reviewing this Plan. This will ensure that they are responsive with timely actions to updated information.
- ▶ Details of toilet locations will be incorporated into Council's current or future publications such as websites, tourism maps, guides, leaflets and any GPS based tourism application.



DESIGN

OBJECTIVES

- ▶ To provide a quality network of attractive and easily distinguishable public conveniences.
- ▶ To uphold consistent standards for a safe, inclusive and environmentally sustainable network.

POLICIES

Quality design

- ▶ Public conveniences will have consistent visual cues that reflect the asset's purpose, are easily distinguishable and are attractive for current and future users.
- ▶ Where possible, public conveniences will be designed to be both functional and to better reflect local character and identity.
- ▶ Where possible, Council will incorporate bilingual signage and information into the convenience network.
- ▶ Council will consider and regularly update their design and planning documents to ensure a consistent, quality network approach to the design of new or renewed facilities. This includes Gisborne District Council public conveniences design guidelines, the Urban Development Strategy (2015), Tairāwhiti Design Guide (2014), Tairāwhiti Plan and where relevant, Township Plans.

Consistent design standards

- ▶ Public conveniences will be as inclusive and accessible as possible including:
 - avoiding barriers for people with social, cognitive and physical disabilities
 - providing for the distinctive needs of people of different age groups and genders
 - entries and internal fixtures should consider the enablement of independent movement, and ensure all patrons feel safe and secure in using the facilities.
- ▶ Conveniences will be designed to fulfil Council's performance requirements alongside:
 - health and safety standards in accordance with Crime Prevention through Environmental Design (CPTED) principles
 - the Building Act (1991 & 2004)
 - the New Zealand Standard for Public Toilets (NZS 4241:1999)
 - the New Zealand Standard for Self-Containment of Motor Caravans and Caravans (NZS 5465: 2001).

- ▶ International symbols for male, female or unisex and disabled access shall be used on signage in compliance with New Zealand Standard for the Design and Application of Outdoor Recreational Symbols (NZS 8603:2005).
- ▶ Where possible, all public toilets shall be connected to a reticulated sewage system. When reticulation is not available then a wastewater system complying with the New Zealand On-Site Domestic Wastewater Management Standards (NZS 1547:2012), and all relevant legislation, codes and practice will be installed.
- ▶ Special consideration shall be given to conservation and sustainability principles to minimise environmental impact (e.g. natural light, passive ventilation, water saving devices, etc.)

Safe and secure custom

- ▶ The provision of new and assessment of existing public conveniences must incorporate Crime Prevention through Environmental Design (CPTED) principles, the Building Act (1991 & 2004) and the New Zealand Standard for Public Toilets (NZS 4241:1999) alongside Gisborne District Council public convenience design guidelines. This includes consideration of safety and security being affected by:
 - location
 - siting
 - entrance orientation
 - absence of dead ends and loitering spaces
 - use of fully enclosed, self-contained toilet units
 - lockable doors to toilet or change units
 - a means of rescue from toilet units
 - use of all-gender toilets
 - an attendant (where appropriate)
 - avoiding communal toilet activities
 - multiple entrances to unattended foyers
 - illumination levels.
- ▶ All 24 hour conveniences shall have adequate interior and exterior lighting. This includes that:
 - the interior of public toilets shall be adequately lit
 - natural light shall be preferred, wherever possible
 - illumination through skylights, high windows and other relevant fixtures (including solar lighting) should be incorporated into design where appropriate for new assets or significant refurbishments.

ASSET MANAGEMENT

OBJECTIVES

- ▶ To improve the quality of public conveniences in Tairāwhiti.
- ▶ To effectively maintain a clean, fit for purpose public convenience network.

POLICIES

Asset management

- ▶ Council will annually programme works into the public conveniences asset management plan, with costs adequately anticipated and resourced through Council's Long Term Plan (LTP).
- ▶ Decisions on the management of public conveniences will consider the whole of life costs. This includes identifying schedules for the upgrade and renewal of facilities, to manage ongoing maintenance costs as assets age. Council will actively encourage external providers of conveniences to take the same approach.
- ▶ Decisions on fixtures, fittings and materials will consider whole of life costs of maintaining them rather than a lowest up-front cost approach.
- ▶ Fee structures for user pays public conveniences will be reviewed every three years and will reflect the ability of the Tairāwhiti community to pay. Targeted pricing strategies will enable all residents to access facilities.
- ▶ Where toilets are not immediately visible, distance to the facilities will be indicated. Opening hours will be posted outside toilets, alongside Council's contact details to report damage, repairs or other issues.

Maintenance and Cleaning

- ▶ Facilities will be well maintained and standards gradually increased to ensure the majority offer a moderate to high standard of cleanliness, hygiene and compliance.
- ▶ Council held maintenance will reflect agreed and regularly reviewed levels of service:
 - regular monitoring and inspections will be carried out to guarantee adequate levels of sanitation
 - toilet cleaning schedules may vary during the year to allow for more efficient use of available resources
 - Council will conduct and/or participate in annual resident surveys to determine user satisfaction and related issues.

Effective compliance with standards

- ▶ Conveniences and the sanitary fixtures in them will meet Council performance measures (as outlined in Part D of this Plan).
- ▶ Best practice health and safety standards will be adhered to at all times. New Zealand Standards for Public Toilets will be met for all facilities across Tairāwhiti. The benchmark is NZS 4241:1999, which covers essential aspects of operating and maintaining public toilets including performance requirements, design, operation and maintenance, cleaning and sanitising to ensure risk to public health is minimised.
- ▶ Facilities will ensure environmental compliance by implementing findings of the sanitary assessment regarding waste water (effluent disposal) and improved hygiene standards as required by the Local Government Act (2002).





PART D: THE NETWORK

The region's public conveniences are characterised by a variety of building designs that reflect the different eras of Council. This has resulted in inconsistency in terms of what users can expect when they enter facilities. Further to this, public conveniences have not always been strategically placed around Tairāwhiti to best provide for the needs of the diverse communities.

The purpose of this section is to define a hierarchy of facility provision with associated levels of service. It will ensure facilities best meet the needs of the region, and their local community. This is aspirational - reflective of how Council would like the public convenience network to be, as a result of this Plan.

HIERARCHY OF FACILITIES

The Public Convenience facilities network will be based on the following facility tiers:

- ▶ Regional visitor level facilities – Strategically located facilities of a high standard offering a variety of services to a consistently large number of locals and visitors year round. These facilities will have a higher standard of design and ancillary facility offering.
- ▶ Local facilities – Facilities that serve local catchments with a modest, fit for purpose and compliant service.

LEVELS OF SERVICE

Regional visitor facilities

The performance measures for visitor facilities are:

- ▶ Located near or servicing seasonally high profile areas of recreational amenity or heavy foot traffic.
- ▶ Facilities will be positioned to ensure maximum prominence to foot, cycle and vehicle traffic.
- ▶ Have capacity to meet current demand and be sufficiently future proofed to meet some growing demand from increasing tourist numbers. Growth capacity will be dependent on whether they are new or refurbished facilities. Refurbished facilities may have limited growth potential.
- ▶ Designed so they can easily adapt to the changing needs of local community and visitor needs.
- ▶ Some design consideration to efficiently provide for elevated patronage, reflect our strong regional identity and solidify their status as a destination based convenience.
- ▶ New facilities will be designed to consider community and cultural values.
- ▶ Ancillary facilities such as baby change stations, showers or adequate changing space would be expected at these facilities.
- ▶ In operation all year round.
- ▶ Maintained daily during peak visitor seasons.
- ▶ Regional level facilities will comply with the policies and standards outlined in this Plan.

Local facilities

The performance measures for local facilities are:

- ▶ Located near or servicing local catchments.
- ▶ Facilities will be positioned to ensure maximum prominence to foot, cycle and vehicle traffic.
- ▶ Provision may be supplemented or achieved through other providers such as marae, schools or externally managed sports facilities.
- ▶ Have capacity to meet current demand. Growth capacity will be dependent on whether they are new or refurbished facilities. Refurbished facilities may have limited growth potential.
- ▶ New facilities are designed so they can easily adapt to the changing needs of local community and visitor needs.
- ▶ New facilities will include some design consideration to reflect local identity, community and cultural values and regional brand.
- ▶ Without clear and demonstrated community demand, ancillary facilities (with the exception of baby change facilities) would not be anticipated at these facilities.
- ▶ Limited opening hours or open for certain times of the year.
- ▶ Maintained regularly, but not serviced by attendants. Frequency may change depending on demand during peak user months or for events.
- ▶ Local level facilities will comply with the policies and standards outlined in this Plan.



GENTLEMEN


TANE
MEN

PART E: ACTIONS

This plan is an integral document to ensure that public conveniences in Tairāwhiti are managed appropriately. The Liveable Communities Hub will be accountable for the implementation of the Strategy and reporting outcomes and progress to Council.

The following table outlines the priority actions over the next three years to implement the Public Conveniences Plan.

The funding for the proposals in this strategy largely consists of operational funding.

Table 5: Actions

Key action	Cost (est)	Timeframe
1. Install counters in public convenience facilities to determine user numbers at each site, including during major holidays	TBC	2020-2021
2. Undertake a complete assessment of the network of public conveniences reviewing the following: <ul style="list-style-type: none"> • levels of service at each site • amenity and quality • compliance with standards • services in relation to the network • criteria in this Plan More in demand sites will be prioritised for assessment	\$50,000	For 2021-31 Long Term Plan
3. Develop and implement public convenience design guidelines to ensure design consistency, compliance with standards and more connectivity with other community facilities and Council assets	\$25,000 (for design guidelines only)	For 2021-31 Long Term Plan
4. Undertake triennial planning to fund public conveniences through asset management planning: <ul style="list-style-type: none"> • to support affordable provision of the regional network as part of long term planning (including rationalisation) • to investigate options for partnership in public convenience provision 	Nil	2020-2021 (For Long Term Plan), ongoing
5. Improve integration of asset management systems, to better understand and use data to support asset management planning, including budget setting	Nil	Ongoing
6. Regularly provide updated information to other organisations who distribute maps and lists regarding convenience locations to ensure dispersal of appropriate information	Nil	Ongoing

PART F: GUIDELINES

INTERIM DESIGN CONSIDERATIONS

This design advice is intended to help guide the site selection, positioning, orientation and design of public toilets while public convenience design guidelines for the Tairāwhiti region are developed. It is primarily aimed at the design of free-standing, naturally-ventilated outdoor facilities that are unsupervised, available to the public and therefore likely to pose security, safety and maintenance challenges.

SCOPE

This section from NZS 4241:1999 is intended to alert designers to the issues to be considered when designing a public toilet facility.

Some of the design principles will also apply to facilities within buildings and/or where access is fully or partially monitored. This is an interim measure to provide a minimum standard to assist with the resolution of the following core aims:

- ▶ equity of access
- ▶ safety of the public and Council maintenance staff
- ▶ ease and economy of maintenance
- ▶ environmental sustainability and conservation of resource.

As public toilets are either buildings, or part of a building containing sanitary facilities they must comply with all relevant clauses of the New Zealand Building Code (NZBC), wherever the toilet facilities are located.

GUIDE FOR DESIGN BRIEF PREPARATION

Reference to the New Zealand Standard 4241:1999 Public Toilets, in the order listed below will assist to prepare public toilet design briefs. The suggested approach is:

Refer to	Action
• Section 4: Location	1. Select Location
• Section 5: Number of toilet units	2. Determine the likely population 3. Determine the length of stay 4. Determine the arrival rate 5. Determine the gender ratio 6. Decide if all gender or gender-specific toilet facilities are to be provided 7. Consider provision for expansion
• Appendix C: Number of toilets	8. Determine the number of toilet units required 9. Determine the number of accessible toilet units 10. Determine the number of parenting and shower units required
• Section 3: Design of public toilets Appendix B: Example layouts	11. Decide on the arrangement of the toilets units and if the number of units should be varied in order to meet changing population demand
• Section 6: Expectations of users	12. Determine what quality is desired
• Appendix D: Design features and criteria	13. Decide which features are to be provided
• Appendix E: Toilet fittings and criteria	14. Decide which fittings are to be provided
• Appendix G: Guide plans for toilet units	15. Consult guide plans for layout of features and fittings in all-gender toilet units

ADDITIONAL LOCATION SPECIFIC DESIGN CONSIDERATIONS

GENERAL

The degree of alignment a facility or proposed facility has with regional facility networks and wider strategic documents and plans, such as those concerned with urban planning, infrastructure development, tourism/economic development, and transport networks.

Refer to	Action
<ul style="list-style-type: none"> • Tairāwhiti Design Guide • Township Plan (where appropriate) • Art in Public Places Plan • Significance and Engagement Policy 	16. Consider sense of place including: <ul style="list-style-type: none"> • Māori stakeholder and local community values • existing aesthetic design considerations • requirements/consistency with Art in Public Places Plan
<ul style="list-style-type: none"> • Decision making policies in this Plan • Existing leases, memoranda of understanding or agreements for land 	17. Consider existing record of maintenance issues, including history of vandalism and graffiti 18. Determine appropriate management interventions 19. Decide which will best fit the asset and scenario 20. Whether changes to the facility or site will impact/be impacted by existing agreements for use of land.
<ul style="list-style-type: none"> • Consult with Environment and Regulations Team • Tairāwhiti Plan • Urban Development Strategy 	21. Consider environmental resilience in the face of change, particularly locations subject to: <ul style="list-style-type: none"> • coastal areas and riparian margins • located within an area with site stability or coastal hazard planning layers • heritage alert overlays, waahi tapu or archaeological areas • areas of new development or shifting purpose e.g. sports parks or parks and recreation areas, large future residential and industrial developments.

CONSIDERATION OF OTHER PLANNING INSTRUMENTS IN DECISION MAKING

Council Planning documents relevant to this Plan include the Annual Plan, Tairawhiti PLAN (RMA) and Long Term Plan 2018-2028. Additional planning considerations for public conveniences in Tairawhiti should take account of:

- ▶ Tairawhiti Design Guide (2014)
- ▶ Gisborne Urban Development Strategy (2015)
- ▶ Reserve Management Plans
- ▶ The Tairawhiti Plan
- ▶ Iwi Management Plans
- ▶ Long Term Plan 2018-2028
- ▶ Annual Plan
- ▶ Environmental Scan (2017) - Trends and Implications
- ▶ Gisborne District Council Public Conveniences Assessment and Strategy 2015 (15-197) .

Tairawhiti Design Guide

The design guide provides a consistent design approach when considering the aesthetic elements of a public facility or asset - mostly materials and supporting amenity assets such as furnishings.

It was developed in 2014 to provide furnishings which were inspired by and reinforce the local identity and character of Gisborne. The proposed furnishings were subtly adapted to each of three precincts, reinforcing the local nuances of coastal, river and living settlements. Where appropriate, this should be consulted to assist in better providing a sense of place for our convenience network.

Gisborne Urban Development Strategy

The Urban Development Strategy 2015 (UDS 2015) is an up-to-date, integrated reference document that establishes a strategic foundation for a more integrated approach to future land use planning and development decisions in Gisborne City.

Reserve Management Plans

Where a reserve management plan has specific policy for the management of public conveniences on a particular reserve, the management plan will be consulted as a part of decision making.

Tairawhiti (Resource Management) Plan

Any regulatory provision of the Tairawhiti Plan regarding the maintenance and management of public conveniences takes precedence over this Plan's guidelines, and should be considered when looking at wastewater and other infrastructural components of convenience network management.

Iwi Management Plans, Statutory Acknowledgements

Hapu and Iwi Management Plans alongside statutory acknowledgements with references to specific conveniences or convenience locations, will be taken into consideration in consultation with Maori stakeholders. This will help to inform decisions on development, design and the location of conveniences.

These will be considered alongside values such as kaitiakitanga and manaakitanga to enable a sustainable public convenience network which is sensitive to environmental outcomes, cultural values, place, community and tangata whenua.

Long Term Plan 2018-2028

The Long Term Plan (LTP) outlines Council's activities, strategic direction, services, finances and policies as well as Council's vision for Tairāwhiti. Our people, our environment, our culture and economic prosperity come first.

Public Conveniences are managed and maintained under Recreation and Amenity, as community property within the Long Term Plan (LTP).

Annual Plan

Council's Annual Plan for 2017-2018 identified key upcoming works, reported on Council's progress in delivering plans set out in the LTP and how our total budgets are tracking. With each annual plan, Council highlights what people can expect to see over the financial year. It also identifies any minor changes or additions to the projects, activities and financial information included in the 2018-2028 Long Term Plan.

In 2016-2017, Council's Annual Plan identified key 'Toilet Work', and the creation of a Community Facilities Strategy (CFS). The CFS will determine how we improve and invest in our community facilities in the future. This Public Conveniences Plan is a component of the CFS.

Asset Management Plan

Asset Management Plans (AMPs) are a tool for triennial planning, and provide direction for Council investment in assets during Long Term Planning. This then drives annual activity and reporting.

Trends

The 2017 Environmental Scan was developed to provide relevant information to assist Council's asset and infrastructure management planning. It looked at global mega trends, regional demographics, Gisborne District's economy, climate change and natural hazards.

These are forecast to have a far reaching impact on business, society, culture and individuals. They may also have a trickledown effect on the future demand for and corresponding provision of public conveniences. These potential impacts have been assessed as part of this Plan.





Te Kaunihera o Te Tairāwhiti
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