
REPORT OF GENERAL MANAGER
POLICY AND RESOURCES COMMITTEE
TUESDAY, 8 SEPTEMBER 2015

ASSETS AND WORKS

1. Erowal Bay Public Toilets - Pillapai Reserve - Future Use

File 30449E

SECTION MANAGER: Martin Upitis.

PURPOSE:

To advise Council on the current situation with the public toilets located at Pillapai Reserve, Erowal Bay and to consider options for the toilets' future use.

RECOMMENDED, in accordance with the Committee's delegated authority from Council that Council decommission and demolish the toilets located at Pillapai Reserve, Erowal Bay.

OPTIONS

Option 1 (Recommended)

Decommission and demolish the unsewered toilet located at Pillapai Reserve, Erowal Bay.

Implications

- loss of very lowly utilised toilet and need to travel 650 metres to the next available toilets at Fire Brigade Park. (Counters have shown usage of four times in three weeks).
- savings on operating costs in line with Councils "Fit for the Future" and Community Strategic Plan – strategy of assessing and rationalising Council's property portfolio to ensure that all properties held in Council's ownership are suitable and necessary for community needs. It hasn't been open since 2013 due to not having a sewer connection.
- environmental concern addressed of current toilets not being connected to the sewer and being so close to St George's Basin waterway.

Option 2:

Decommission the current toilets and replace with a fully compliant accessible building. The reserve has low utilisation and is used for passive recreation and dis/embarkation of minor watercraft activities. Infrastructure in the reserve comprises three tables and no bins are provided.

Implications

- no need to travel to other toilets for users of the reserve
- sets precedent of providing toilets in other very lowly utilised parks/ reserves/ waterways access areas – potentially 134 other locations provide greater

infrastructure and higher utilisation by patrons. The Fire Brigade Park toilets will not be refurbished in the short term.

- addresses environmental issue after connection to sewer
- whole of life cost is calculated at \$770,000 for 50 year design life
- current location has poor active surveillance. This may incur high reactive maintenance cost resulting from vandalism and graffiti.

Another site within the reserve would require community engagement with adjoining owners of the reserve but would address safer-by-design issue, which would reduce on-going maintenance costs.

Option 3:

Refurbish the current toilets and connect to sewer and power connections.

Implications

- Basin Villages Forum has identified this option as its preferred option
- no travel for users of the reserve;
- sets precedent to provide toilets in other very lowly utilised parks/ reserves/ waterways access areas – potential 134 other locations provide greater infrastructure and higher utilisation by patrons.
- addresses environmental issue of sewer
- whole of life cost is calculated at \$1160000 for 50 year design life
- current location has poor active surveillance, territorial reinforcement and space management. This may incur high reactive maintenance costs. The toilets will not comply with accessibility standards.
- Council has an asset management plan which gives priority to the refurbishment of existing toilets that have higher utilisation levels and/ or provides new facilities at higher demand locations.
- whole of life costs will be more due to higher annual costs even though there is less capital cost

Option 4

Council decommission and demolish existing toilets and provide a port-a-loo for busy periods.

Implications

- no travel for users of the reserve
- low utilisation levels so port-a-loos not normally provided
- reduced operating costs when compared with permanent structure

DETAILS

Shoalhaven City Council has over 130 toilets buildings. Toilets should desirably only be provided in areas of high demand associated with the use of other services such as:

- waterway facilities
- commercial/shopping centres
- parks and sports grounds

Shoalhaven City Council currently provides two toilet blocks in Erowal Bay. The other location is Fire Brigade Park which is the main park in Erowal Bay (Attachment A).

In Erowal Bay there are four park/ reserves that have infrastructure:

- Pillapai Reserve
- Fire Brigade Park
- Pam Weiss Village Green and Erowal Bay tennis facilities
- Erowal Bay boat ramp

Fire Brigade Park is within 150 metres of the boat ramp / jetty with a small playground and picnic area. There is also a community building on the reserve.

Pillapai Reserve has three picnic tables, no bins and is an informal area for light watercraft.

A toilets strategy has been developed which gives priority to high-use areas which already have other infrastructure in place. For parks/ reserves, the strategy proposes that the priority for providing toilets should be dependent on

- the size of and distance to playgrounds
- number and distance to BBQs
- size and distance to shelters
- size and distance to car parking
- reliance on other users, for example Kioloa marine rescue use the public amenity as there is no provision for toilets in their building.

Consequently, the toilets at Pillapai reserve have a low priority for continued use and for refurbished, when assessed by the criteria in the strategy

Council has previously agreed to the demolition of toilets at Falls Creek; Depot Farm Reserve and Wharf Road Berry. The renewal and operating costs associated with these low-use facilities could not be justified, as is the case with the Pillapai reserve toilets.

Council allocated \$22,000 in the 2008/2009 financial year to connect the Pillapai reserve toilets to the sewer. However, the estimated cost of this work was about \$40,000 as the connection needed to avoid an underground electricity cable and an optical fibre cable. Further funds have not been allocated to complete the connection in subsequent years as there were other toilets which urgently required refurbishment ahead of Pillapai reserve.

After the 'pan service' to Erowal Bay was discontinued in 2012, a temporary fence was erected around the building to deter access. The toilets have been out-of-service since that time so Council is being requested to reconsider its commitment to connecting these amenities to the sewer in advance of its formulation of the 2016/17 Operational Plan budget.

Conclusion

The toilets have served the community well. The demand for this facility can easily be met by the Fire Brigade Park toilets with minimal inconvenience. It would be more efficient and sustainable to invest in replacing the toilets at Fire Brigade Park, which is due for replacement in 2024, and will provide greater benefit to the community rather than “over-servicing” with a very low utilisation asset. There is an opportunity to bring forward the replacement of Fire Brigade Park amenities and replace with a single unisex facility that provides equitable access for all. Parents or carers can take children and persons with disabilities of the opposite sex into the same toilet. Council currently has nine of these facilities throughout the Shoalhaven.

FINANCIAL IMPLICATIONS:

Summary

The table below summarises the costs of each option.

Option	Additional annual costs	Total ‘whole of life’ costs
1. Decommission	\$3000 – to demolish	\$0
2. Demolish and rebuild new	\$5340	\$770,000
3. Refurbish existing building	\$8185	\$1,160,000
4. Provide port-a-loos (in high use areas only)	NA	NA

Option 1

The decommissioning of the toilets will incur a cost of approximately \$3,000.

Roof materials could be salvaged and other materials such as concrete could be crushed and recycled. The toilets have previously averaged an annual operating cost of approximately \$8,185 as follows:

- maintenance costs (\$4500),
- cleaning (\$3640) and
- insurance (\$45)

It should be noted that the toilets have not been on a cleaning schedule since 2011.

The asset, constructed in 1988 has a current insured value of \$26,000. It has a written down value of \$12,000 and is in fair condition and if demolished the asset value will be written down from the general ledger.

Option 2

The cost to demolish and rebuild a single unisex toilet and service is estimated at \$55,000. Operating costs should be reduced to \$5,340 per annum as follows:

- maintenance costs (\$1,000),
- cleaning (\$3640) and
- insurance (\$100)

-
- electricity (\$400).
 - sewer & water (\$200)

The whole-of-life cost for a 50 year design life at 3% inflation and allowing for programmed painting and renewal of sub-asset components is \$770,000 (in 'future' dollars i.e. inflated annually at 3%).

Option 3

The cost to refurbish the toilets and connect water, sewer and electricity, and connect paths and parking to improve access is estimated at \$50,000. The toilets would still be non-compliant for persons with disabilities and not positioned in the best location for patrons of the reserve. The operating costs would be the same as previously incurred costs of \$8,185 per annum.

The whole of life cost for a 50 year design life at 3% inflation and allowing for programmed painting and renewal of sub asset components is \$1,160,000 (in 'future' dollars).

Option 4

Council currently provides port-a-loos to locations that have high utilisation areas in school holiday periods for tourists and low use in other periods. This reserve is not identified as a tourist location. Option of a port-a-loo for peak period is \$1,600 per annum.

COMMUNITY ENGAGEMENT:

In accordance with Council's Community Engagement Policy the future use of the toilets located at Pillapai Reserve is **Local area/ Low impact**. It was determined the best way to seek feedback from patrons of the Pillapai reserve was to place a notice in the reserve on the toilet. The reserve adjoins a waterway that has low usage for informal access for light water craft. A formal access, a boat ramp and jetty, is provided at Naval Parade, 800 metres to the south.

The notice was placed on the 5 November 2014 with request for comments by the 17 December 2014. Nil feedback was received so it was decided to extend the period and to keep the notice in place till the end of the school holidays. Nil feedback was received and the notice was kept in place for the summer months. It was removed on the 27 February 2015 after 114 days. There was nil feedback from the users of the reserve.

The toilets located at Pillapai Reserve were identified as low use from the Asset Management Plan review process in 2005 and identified for asset disposal. A manual counter was placed on the toilets in 2007 which showed seven counts (users) for a three week period. The toilets were on a weekly cleaning schedule; therefore at least three of these counts were the cleaner. A report was presented to Council in 2008 identifying several low utilised toilets. Council resolved to decommission a number of toilets but not Pillapai Reserve due to the feedback from a newspaper advertisement in 2008 which received three responses requesting the toilets be upgraded and remain on the grounds that they are being utilised.

The Basin Villages Forum requested that these toilets be opened for use to the general public in 2014 and 2015.

Council wrote to the Basin Villages Forum on 2 March 2015 (Attachment B) advising that a notice had been placed at the reserve and providing a copy of the notice. (Attachment C). Council requested feedback from the Basin Villages Forum on the future use of the toilets and advised that this feedback would be incorporated into a report to Council on the future use of the toilets at Pillapai reserve. Council provided to the Basin Villages forum all the details in this report. The Basin Villages Forum's response is to acknowledge option 1 and to record their disappointment at the loss of the public toilets. (Attachment D).

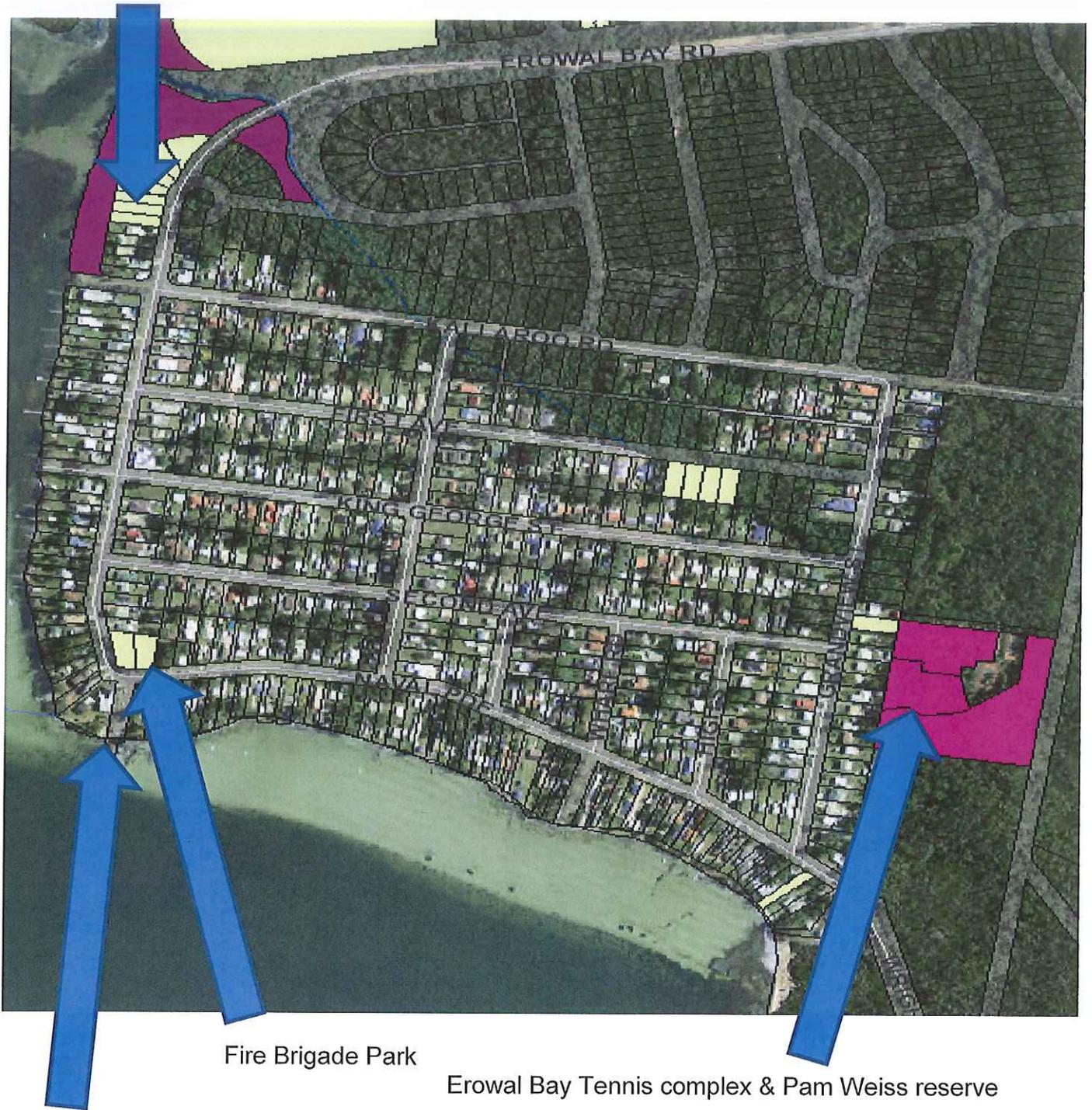
The Basin Villages Forum has also requested Council investigate opportunities to provide toilets, available to the public, from existing community buildings such as the sailing club at Wrights Beach.

Ben Stewart
DIRECTOR ASSETS AND WORKS

R.D Pigg
GENERAL MANAGER

Attachment A

Pillapai reserve



Fire Brigade Park

Erowal Bay Tennis complex & Pam Weiss reserve

Boat Ramp



City Administrative Centre
Bridge Road, Nowra NSW Australia 2541
Phone: (02) 4429 3111 • Fax: (02) 4422 1816 • DX 5323 Nowra

Address all correspondence to
The General Manager, PO Box 42 Nowra NSW Australia 2541

COUNCIL REFERENCE: 30449E (D15/56303)
CONTACT PERSON: Brad Davis

2/03/2015

Basin Villages Forum
PO Box 37
ST GEORGES BASIN NSW 2540

By email only: christinemrigg@gmail.com

Attention: Christine Rigg, Secretary

Dear Ms Rigg

Future Use of Public Amenity (Toilet) – Pillapai Ring Reserve

Council is aware of the Basin Villages forum's desire for a public amenity (toilet) at Pillapai Ring Reserve.

Council has placed a notice (attached) to the safety fence at the toilet at Pillapai Ring reserve from 5 November 2014 til 27 February 2015. The notice requested feedback from the patrons of the reserve on the future use of the toilets.

Council now invites comments from the Basin Villages Forum on the future use of the toilet at Pillapai Ring Reserve. A report is proposed to be presented to Council with options and a recommendation as to future use of the toilet at Pillapai Ring Reserve in the coming months incorporating the Basin Villages Forum's response and feedback from users of the reserve.

If you need further information about this matter, please contact Brad Davis, Assets & Works Group on (02) 4429 3148. Please quote Council's reference 30449E (D15/56303).

Yours faithfully

Brad Davis
Asset Strategy Manager

Notice to Patrons

Of the Pillapai Ring Reserve, Erowal Bay - Public Amenities (toilet)

Shoalhaven City Council has over 130 public amenities (toilet) buildings. The provision of public amenities is an integral part of the provision of other services such as

- Commercial/ shopping centres
- Waterways (Beaches, Lakes & Estuaries)
- Sporting Venues
- Parks/ Reserves

Shoalhaven City Council is seeking feedback on the future use of these toilets

- They currently have been closed to the public for a number of years
- Prior to being closed they had very low patronage
- Have high vandalism
- They have no sewer, water or electricity
- Are within a short walking distance of public toilets in Fire Brigade Park
- Do not comply with current disability provisions
- Have poor active surveillance, Territorial Reinforcement and Space Management

Your comments as a patron of this public amenity (toilet) are appreciated!

Council appreciates your time and would request all responses back by the 17th December 2014

Phone 4429 3148

Online <http://shoalhaven.nsw.gov.au/MyCouncil/AboutCouncil/Contactus/Feedback.aspx>

Email - council@shoalhaven.nsw.gov.au

Write a letter

Shoalhaven City Council
Attn: General Manager
P.O. Box 42
Nowra NSW 2541 Australia



Brad Davis, Asset Strategy Manager
Shoalhaven City Council
PO Box 42
NOWRA, NSW 2540

Shoalhaven City Council 31st July, 2015

Received

- 4 AUG 2015

File No. 30449E

Referred to: BD

Dear Brad

RE: Future Use of Public Amenity (Toilet) – Pillapai Ring Reserve

In reply to Council's letter dated 2nd March 2015, and emails dated 22nd May and 22nd June, this matter was discussed at our Forum's July general meeting; the Basin Villages Forum's response is provided below.

Firstly, our Forum wishes to thank Shoalhaven City Council for the research it did on this matter, and the provision of analytical documents provided to our Forum (22nd June).

Forum members acknowledge **Option 1** in your email of 22nd May, but wish to record our disappointment at the loss of the public toilet at 'Pillapai Ring'.

Having acknowledged that, we strongly request that Shoalhaven City Council commence talks with the Sailing Club at Wrights Beach, with a view to having their toilets open and available for public use. At peak visitor times, there is a definite need for extra toilet facilities on St Georges Basin.

Yours sincerely

A handwritten signature in black ink that reads "David Reynolds".

David Reynolds,
Chair,
on behalf of Basin Villages Forum