





**CITY OF HAMILTON**  
**PUBLIC WORKS DEPARTMENT**  
**Environmental Services Division**  
**and**  
**Energy, Fleet and Facilities Management Division**

<b>TO:</b>	Chair and Members Public Works Committee
<b>COMMITTEE DATE:</b>	October 18, 2021
<b>SUBJECT/REPORT NO:</b>	Winterizing Public Washrooms - Winter Operations (PW21031(a)) (City Wide) <b>(Outstanding Business Item)</b>
<b>WARD(S) AFFECTED:</b>	City Wide
<b>PREPARED BY:</b>	Adriana Byrne (905) 546-2424 Ext. 2156 Sam Ciardullo (905) 546-2424 Ext. 4924
<b>SUBMITTED BY:</b>	Cynthia Graham Acting Director, Environmental Services Public Works Department
<b>SIGNATURE:</b>	
<b>SUBMITTED BY:</b>	Rom D'Angelo, C.E.T.; CFM Director, Energy, Fleet and Facilities Management Public Works Department
<b>SIGNATURE:</b>	

**RECOMMENDATION**

- (a) That the park washroom locations listed in Appendix "A" attached to Report PW21031(a) be approved under a two-year pilot program to operate 16 of the recommended winter washroom locations for the 2021-2022 winter season (for which 4 are portable toilets) running from October 1 to May 1 and that the remaining recommended locations begin operation in the 2022-2023 winter season after capital upgrades are complete;
- (b) That Staff report back to Council in the Summer of 2023 with the results of the two- year pilot program;

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OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

**SUBJECT: Winterizing Public Washrooms - Winter Operations  
(PW21031(a)) (City Wide) – Page 2 of 6**

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- (c) That the Capital Budget of \$168,125 be approved to support the capital upgrade requirements of the pilot program as outlined in Appendix “A” attached to Report PW21031(a) to be funded from the Unallocated Capital Levy Reserve (#108020);
- (d) That the Capital Budget of \$172,500 be approved to support security infrastructure for the pilot program as outlined in Appendix “A” attached to Report PW21031(a) to be funded from the Unallocated Capital Levy Reserve (#108020);
- (e) That the operating costs of \$5,250 to support security monitoring during the two-year pilot program as outlined in Appendix “A” attached to Report PW21031(a) to be funded from the Tax Stabilization Reserve (#110046);
- (f) That the operating costs of \$671,200 be approved to support the sites during the two-year pilot program as outlined in Appendix “A” attached to Report PW21031(a) to be funded from the Tax Stabilization Reserve (#110046); and,
- (g) That Winter Public Washrooms be identified as complete and removed from the Public Works Committee Outstanding Business List.

**EXECUTIVE SUMMARY**

Standalone washrooms in parks are not open for use from October 1 to May 1 through the existing Parks program; however, a few locations are operated by the Healthy and Safe Communities Department, Recreation Division to support ice skating rinks in the winter months. The availability of public washrooms has become a concern highlighted by the COVID-19 Pandemic when few public washrooms were available. Information Report PW21031 detailing the feasibility of making standalone park washrooms available year-round was presented to Public Works Committee on May 17, 2021 and approved at Council on May 26, 2021. Staff were directed to meet with all Ward Councillors to discuss the feasibility of making some park washrooms within their respective wards available for use year-round. The recommendations in Report PW21031(a) represent those consultations. Through a two-year pilot program, washroom sites at select parks will be made available for use from October 1 to May 1. Starting in 2021, 12 locations will receive the necessary capital upgrades required for winter use and 4 locations will have portable toilets. In October 2022, an additional 11 locations will receive the necessary capital upgrades required for winter use, offering 27 washrooms in total during the pilot program. The total cost of the pilot program is \$1,017,075; \$340,625 in capital costs and \$676,450 in operating costs (inclusive of security/monitoring) for the two years. The security measures being recommended support building condition and environmental monitoring and does not include CCTV cameras with the privacy concerns inherent with video surveillance. This recommended security technology will be used to provide intrusion monitoring of the building after operational hours and includes additional sensors such as flood and heat

**SUBJECT: Winterizing Public Washrooms - Winter Operations  
(PW21031(a)) (City Wide) – Page 3 of 6**

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monitoring that trigger alarms if temperatures in the washrooms fall below a certain threshold or if plumbing leaks are detected. This is prudent during winter months. If an event was to occur afterhours, or even during operational hours (i.e. broken window, heat turns off, water pipe burst), the system would trigger a response to the City to investigate and repair as required.

**Alternatives for Consideration – See Page 5**

**FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

**Financial:** The winterizing of public washrooms requires a total Capital funding of \$340,625, of which \$168,125 pertains to capital costs relating to the winterization and \$172,500 relating to the security infrastructure. This capital funding is required to support the requirements of the pilot program as outlined in Appendix “B” to Report PW21031(a) - Capital and Operating Cost Summary to be funded from the Unallocated Capital Levy Reserve (#108020). Additionally, the total operating funding of \$676,450 of which \$671,200 relates to winter maintenance for a two year period and \$5,250 relating to security monitoring, is required to support the sites during the pilot program as outlined in Appendix “B” to Report PW21031(a)- Capital and Operating Cost Summary to be funded from the Tax Stabilization Reserve (#110046).

**Staffing:** A temporary 0.50 FTE Parks Supervisor to bring a Seasonal 0.50 FTE Parks Supervisor to full time for the duration of the pilot program. This position will be funded from the divisional gapping at an estimated amount of \$121,000 and is expected to be at a duration of less than 24 months therefore, follows the Complement Control Policy.

**Legal:** There are no legal implications.

**HISTORICAL BACKGROUND**

An Information Report on Winterizing Public Washrooms – Winter Operations was presented at the May 17, 2021 Public Works Committee meeting. Information Report PW21031 included a preliminary review of expanding the availability of winter washrooms in parks and listed the locations that are already winterized to permit use during the winter, the locations that require capital investment to be operable for the winter and the locations that are not feasible to winterize. The Report also detailed security considerations, servicing through contracted services, the option of portable toilets in lieu of washroom facilities and the estimated capital and operational costs. Staff were asked to consult with each of the Ward Councillors to recommend a list of park washrooms for consideration in a pilot project offering winterized washrooms. Staff

**SUBJECT: Winterizing Public Washrooms - Winter Operations  
(PW21031(a)) (City Wide) – Page 4 of 6**

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from Public Works Department, Environmental Services Division, Parks and Cemeteries Section and the Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section met with each of the ward Councillors to consult on the park washrooms within each ward. Those discussions have resulted in the recommendations of Report PW21031(a) and selection of the washroom locations listed in Appendix “A” attached to Report PW21031(a) to operate under a pilot program for the winter season, from October 1 to May 1.

**POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

Not applicable.

**RELEVANT CONSULTATION**

Staff from the Public Works Department, Environmental Services Division, Parks and Cemeteries Sections and the Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section have consulted with each of the Ward Councillors regarding the washrooms within their respective Ward.

Staff from Financial Planning, Administration & Policy Division were consulted.

The following user groups have been consulted:

The Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section regarding specific locations where the management of the washroom facility is a joint effort:

Bruce Park – Centremount Neighbourhood Association,  
Buchanan Park – Buchanan Softball Organization.

The approved list of winter washrooms will be shared with the Healthy and Safe Communities, Recreation Division for their review and the possibility of providing winter programs in parks that have winter washrooms available.

**ANALYSIS AND RATIONALE FOR RECOMMENDATION**

Staff made recommendations to each Ward Councillor on specific locations for the winter washroom pilot. Recommendations supported the opening of washrooms in parks that are well used in the winter months, have generally lower risk of vandalism, and are not located adjacent to other City of Hamilton (City) facilities offering washrooms, such as arenas, libraries and community centres. Appendix “A” attached to Report PW21031(a) is the listing of park washrooms that are supported by the Ward Councillors for the pilot program. The use of accessible portable toilets was

**SUBJECT: Winterizing Public Washrooms - Winter Operations  
(PW21031(a)) (City Wide) – Page 5 of 6**

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recommended in specific situations where, for example, a park location that does not include a washroom facility and would otherwise be a good candidate for winter washrooms. These locations are also listed in Appendix “A” attached to Report PW21031(a).

Through this pilot program, the washrooms will be available from October 1<sup>st</sup> to May 1<sup>st</sup>, weekdays, weekends and statutory holidays, with a focus on availability during daylight hours subject to change based on the cleaning schedule. The closing of park washrooms in the winter months will be earlier than in the summer months to ensure the facilities can safely be closed before dusk. The Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section will perform the necessary capital work to make the facilities operable for winter use. The pilot project is an initial small-scale implementation that staff can use to prove the viability of this project and to allow for operational improvements. The two-year pilot project will enable the Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section to open in the first-year existing washrooms with minor Capital costs giving the City the opportunity to manage the risk of a new program and identify any deficiencies before substantial resources are committed to opening sites with major capital requirements. Appendix “A” attached to Report PW21031(a) identifies the sites that will be available for the 2021/2022 season and those that will be added for the 2022/2023 winter season. For the 2022/2023 season, the Energy, Fleet and Facilities Management Division, Facilities Operations and Maintenance Section will require a minimum of 6 weeks, upon Council approval, to complete the necessary work (such as: installation of heaters, insulation plumbing pipes/ plumbing spaces and installation of anti-slip flooring for any ice rink site) prior to making the washrooms available for use. Therefore, the 2021-2022 season will have a delayed start for opening. The washrooms will be opened, cleaned and closed by a contracted vendor managed by the Environmental Services Division, Parks and Cemeteries Section. Portable toilets will be provided and serviced by a contracted vendor. The level of service provided will be based on the City’s standard level of service for washroom cleaning. A webpage will be created to show the locations of the winter washrooms and their availability for the winter season.

## **ALTERNATIVES FOR CONSIDERATION**

Alternative 1: winter washroom facilities can be made available exclusively through the use of portable toilet rentals.

Financial: The financial implications of a single accessible toilet are estimated to be \$2,000 per winter season, therefore the total cost for 27 portable toilets is approximately \$54,000 per winter season.

Staffing: There are no staffing implications.

**SUBJECT: Winterizing Public Washrooms - Winter Operations  
(PW21031(a)) (City Wide) – Page 6 of 6**

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Legal: There are no legal implications.

Alternative 2: winter washrooms can be operated without the recommended security infrastructure and monitoring.

Financial: The financial implications of removing the recommended security infrastructure and monitoring will be avoidance of \$172,500 in capital costs and \$5,250 in operating costs, however damage due to break and enter issues or the potential for frozen infrastructure damage could far outweigh any savings.

Staffing: There are no staffing implications.

Legal: There are no legal implications.

**ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN**

**Healthy and Safe Communities**

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

**APPENDICES AND SCHEDULES ATTACHED**

Appendix “A” to Report PW21031(a) – Budget Impact - October 1 - May 1

Appendix “B” to Report PW21031(a) – Capital and Operating Cost Summary