

# **Seattle Parks & Recreation**

## **All Gender Restrooms / Changing Room Study (WC201547)**

Final Report

1 of 2

31 March 2016



# Table of Contents

<b>Table of Contents</b>	<b>3</b>
<b>Executive Summary</b>	<b>9</b>
<b>Findings</b>	<b>13</b>
<b>Best Practices</b>	<b>19</b>
<b>Cal Anderson Park</b>	<b>29</b>
<b>Site Analysis</b>	<b>37</b>
<b>Building Analysis</b>	<b>43</b>
<b>Concept Plans</b>	<b>47</b>
<b>Schematic Plan</b>	<b>61</b>
<b>Appendix</b>	<b>67</b>



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Cheryl,

Thank you for the opportunity to provide architectural consulting services for the all gender Restrooms / Changing Room Study.

Our research began by walking Cal Anderson Park and analyzing the site and surrounding context to appreciate the Park's assets, virtues, issues, and opportunities.

Our efforts expanded to interviews with local transgender and gender non-conforming groups, and then national groups, jurisdictions, and universities. We also met with stakeholders including Seattle Parks & Recreation staff close to the facility, and the Friends of Seattle's Olmsted Parks.

The issue of clean and safe sanitation is not limited to our site, as we discovered documents and organizations devoted to this issue on a global scale. The World Toilet Organization reports that 15 percent of the world has no access to sanitation facilities, and the effect on communities can be devastating.

The transgender and gender non-conforming community has been most impacted with documented safety issues that have led to harassment and violence, so that people avoid public facilities, limiting their opportunities in education, jobs, and housing, and an overall feeling of being excluded from the communities they are a part of.

We questioned every aspect of the existing Cal Anderson Comfort Station, from should it exist, to where, and then how. We worked closely with the transgender and gender non-conforming community to understand and address their concerns in our recommendations.

The following report describes that process, shows options for remodeling the existing comfort station with respect to the historic context, our recommended option, and provides rough order of magnitude, costs and recommendations.

We have enjoyed working with Seattle Parks & Recreation on the project. Urban parks are an essential part of city living, and we look forward to being a part of making it even better.

Sincerely,



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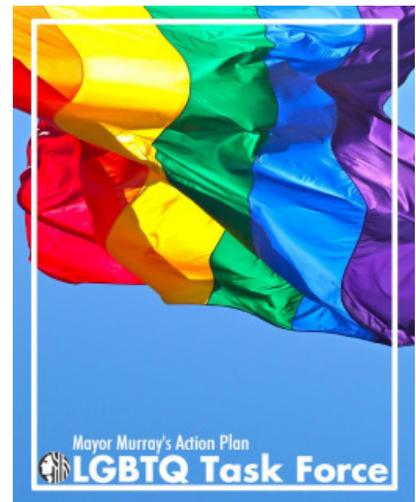
## INTRODUCTION

Mayor Murray's LGBTQ Action Plan is a thorough and comprehensive approach in response to the LGBTQ Task Force Report, and Recommendations to the Mayor.

The task force has recommended and the Mayor has initiated action in four key areas of Public Safety, Youth, Built Environment, and Public Understanding. This project will primarily focus on the built environment, and is a part of a larger plan of action addressing each of the components.

While the focus of this study is on the built environment, the report and schematic studies address public safety, youth, and public understanding.

Specifically, the Mayor transmitted an ordinance requiring that single-occupant restrooms in City-operated facilities and private places of public accommodation be designated as "all-gender" and for Seattle Parks & Recreation to evaluate best practices other cities have used to address the need for safer restroom facilities for transgender and gender non-conforming people, to consult with representatives of this community in its evaluation, and to develop a plan to address, in particular, any needs for the facilities in Cal Anderson Park.



- **Evaluate best practices** other jurisdictions and schools have used to address the need for safer restroom and changing room facilities for the transgender and gender non-conforming
- **Consult with representatives** of this community to evaluate best practices
- **Develop a proposal** to address any needs for the facilities in Cal Anderson Park

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# **Executive Summary**

## EXECUTIVE SUMMARY

The task set forth by the Mayor's executive order was to evaluate best practices other jurisdictions and schools have used to address the need for safer restroom and changing room facilities for the transgender and gender non-conforming community of people, to consult with representatives of this community in its evaluation and to develop a proposal to address any needs for the facilities in Cal Anderson Park.

Our research discovered that the transgender and gender non-conforming community is one of the most vulnerable groups of people in our society, and they endure physical and psychological suffering in public accommodations. The LGBTQ Task Force documents the challenges for this community, as do numerous other documents such as the Transgender Law Center's "Peeing in Peace," The William's Institute's UCLA School of Law "Gendered Restrooms and Minority Stress," and OSHA Best Practices "A Guide to Restroom Access for Transgender Workers." We found that many challenges faced by this community were experienced by other people, and also found "Building Safe Toilet Design into Shared Urban Space" by Carol McCreary of Public Hygiene Lets Us Stay Human (PHLUSH) valuable in pinpointing specific design elements to improve public facilities.

The challenges faced by this community fall into three categories:

1. **Safety** – Transgender and non-conforming individuals endure harassment, verbal attacks, bias crimes, and violence in gendered restrooms; this is the top concern.
2. **Privacy** – Semi-private space in toilets and in locker rooms and showers increases the stress of non-conformity.
3. **Inclusivity** - Design and signage segregates and makes it difficult for all individuals to participate in society.

Our research and evaluation, with the assistance of the transgender and gender non-conforming community, has identified the following best practices for public restrooms to address the challenges:

**Employing an attendant**, who cleans and observes the restrooms, delivers the best results and reduces crime and vandalism. Examples include the New York City, Port Authority Transit Terminal in Hell's Kitchen and Bryant Park's award winning restrooms. If SPR (Seattle Parks & Recreation) makes the operational commitments, our research indicates that attendants would be well worth the effort, even on a temporary, periodic, or special event basis.

**Active spaces** with a mix of people, shops, cafes, and siting restroom facilities adjacent to streets, parking meters, and bus stops help to keep restrooms from being misused. Case studies demonstrated that when more people use the facility, they prevent against spaces becoming hidden and attractive to loiterers and illegal activity. Our team questioned if the comfort station located in the middle of the park was the best place due to changes in the neighborhood and explored other areas. The original Olmsted design connected the comfort station to active design features but over time these features were moved to the edges of the park. Restrooms located on the



Original Olmsted designed comfort station



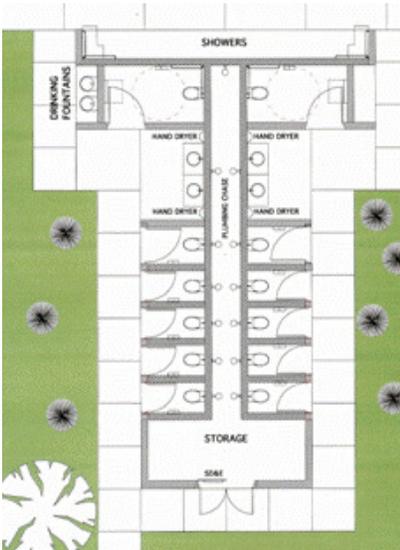
Newly renovated restrooms in NYC Port Authority Bus Terminal, attendants keep the facility clean and safe.



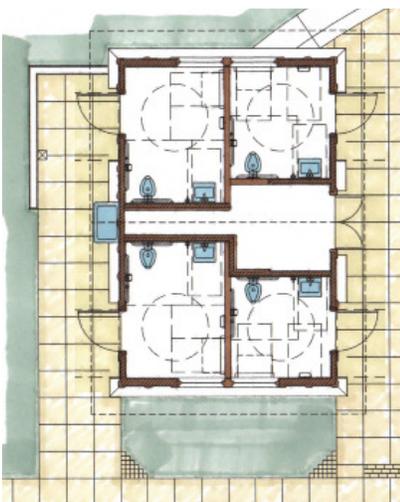
Public restroom surrounded by activity next to retail, street, and parking meter.



Metro Parks Tacoma comfort station, with direct access all gender toilets.



Kellogg Park South comfort station, with direct entry stalls and sinks located outside.



Recommended Scheme B with direct entry stalls and consideration for site vicinity improvements.

perimeter of the park adjacent to a busy street could provide better results. Additionally, signage along the park perimeter could direct people to the facility and increase usage.

Our research revealed that best design practices for all gender facilities include **direct entry** from the public space into toilet stalls or a single occupant restroom, which eliminates the semi-private spaces of a multi-stall restroom. The majority of harassment and violence occurs in the gendered (spaces signed specifically for women or men) areas around sinks and mirrors. Direct entry all gender stalls increase capacity and resolve gender parity issues (longer lines at women’s rooms) compared with typical men’s and women’s rooms; may accommodate families and opposite-sex caregivers; may adhere to ADA standards; and allows individual stalls to be cleaned or repaired without closing half of the facility. Full height locking doors would increase privacy. The direct-entry design also addresses inclusivity by opening all stalls to everyone; and signage, describing the fixtures inside and not the people, and therefore makes the restrooms more welcoming to the transgender and gender non-confirming community.

We believe the application of these design features at the existing comfort station in Cal Anderson Park would lead to all gender facilities and safety improvements that serve everyone. For this reason, and other historic considerations for the park, we recommend these adjustments to the current structure before adding new facilities in the park. Our team developed a half dozen remodel schemes that were reviewed by the transgender and gender non-confirming community, SPR, and the Friends of Seattle’s Olmsted Parks. Taking their comments into consideration, these schemes were refined through subsequent iterations while others were removed from contention.

**Cal Anderson Park Restrooms**

While Scheme A incorporates the best practice design features, similar to the Kellogg facility shown, minimizes space in the stalls, and keeps the users moving along with sinks and trash bins located outside, the cost, historic impacts, and mixed reviews did not make this scheme the best choice.

For Cal Anderson Park, we recommend Scheme B because it can achieve the goal of all gender facilities, while increasing safety and privacy with direct entry stalls that provide ADA access. This can be achieved with minimal impact to the historic styling of the building and integrity of the park and with a lower amount of construction cost. This combination would allow for the project to be implemented concurrent with recommended site and operational considerations such as cleaning, maintenance, and activation.

The shift from the established norm of separate Men’s and Women’s facilities to all gender facilities requires culture change, and this transformation will take time. With the expected changes to the neighborhood from population growth to the opening of the new light rail station, there may be dramatic changes to the use and need for the facilities in Cal Anderson Park. Our historical research found previous adjustments to the park design led to the de-activation of certain areas as the neighborhood changed. Making subtle and cost effective changes to the existing comfort station now makes sense and as the neighborhood changes, ongoing

## EXECUTIVE SUMMARY

observation may be required to support park safety.

### **Changing and Locker Rooms at Other Facilities - Best Practices**

While restrooms and locker rooms located inside of buildings are typically safer due to nearby staff supervision, the issues of privacy, accessibility, and inclusiveness become primary concerns. Agencies and staff at facilities must first become aware of transgender and gender non-conforming issues and receive education and training. Best practices include developing written policies, providing staff with phrases for coaching the public, and checking forms and programs to make sure they are inclusive and non-discriminatory.

Next, agencies and staff must conduct a facility assessment to identify opportunities for adding privacy through more easily achievable measures such as adding shower curtains, and capital improvement projects that may reconfigure group showers, locker rooms, and changing facilities. SPR Aquatics Management, utilizes written phrases for staff to assist with public interactions and has a caring and creative staff that helps to find private locations, reconfiguring unused spaces when available. While these temporary solutions can ease the stress for transgender and gender non-conforming individuals, more permanent retrofits, including signage will make a more welcoming place for all patrons.

For lockers and changing rooms, we recommend SPR establish a uniform written policy, review and modify all forms and programs, and conduct formal facility assessments. Our research has discovered that providing safety and privacy can not only reduce stress, and provide better access, but also save space in some instances and reduce downtime during cleaning. It is possible through a holistic review of facilities that modifications can be made within existing spaces to serve the same quantity of people with greater sanctity and discretion.

This was seen to be the case in Vancouver BC, where Universal change rooms provided privacy and inclusivity as well as greater safety. Eliminating the semi-private areas created a space with greater natural surveillance, that reduced theft from lockers, individuals stress, and allows for a staff member of any gender to respond to an incident.

Here too, potential modifications may require a shift in culture through education of employees and patrons. Posting of policy and code of conduct helps to empower individuals so everyone can share these great public resources.



View looking at Cal Anderson comfort station with growing Seattle downtown in the background.

# Findings

- **Discovery Process**
- **Findings From Jurisdictions, Universities, Interviews, And Published Documents.**

## FINDINGS

### Discovery Process

Our research began by identifying potential universities, jurisdictions, and local groups to contact regarding the creation of all gender restrooms. To aid in the process a questionnaire was developed to be used as a guide during interviews and conversations.

The interview with Deborah Wylie, VP Capital Projects for the University of California, was among the most useful as the diverse needs of 11 university campuses dealt with many of our questions, and expanded our research.

We found that people we contacted were very excited to hear about our project. The passing of the ordinance has rippled through the transgender and gender non-conforming community, creating waves of hope and empowerment. Locally, at the Gender Justice League, and at the Ingersoll Gender Center where we met with groups, there was a genuine appreciation and excitement about the project, with valuable feedback obtained.

These conversations illuminated three related areas of need which the new facilities must address – Safety, Privacy, and Inclusivity. Our sources also identified Policy, Culture Change, and Sustainability as important areas of focus. By discussing these areas of need, our team was better positioned to create options sympathetic to the experiences of community members.

### Safety

First, and most importantly, is the need for safety. From our interviews with the transgender and gender non-conforming community groups, and the documents we researched, safety in the restroom is paramount<sup>1</sup>.

### Stress and Violence

“Gendered Restrooms and Minority Stress: The Public Regulation of Gender and its Impact on Transgender People’s Lives”<sup>2</sup> describes in detail the stress and its impact on the health and well-being of trans and gender non-conforming people trying to cope in a gendered built environment. 70% of survey respondents reported being denied access, verbally harassed, or physically assaulted in public restrooms.

The aggravation and fear of having to deal with the potential stress associated with gendered restrooms will cause many individuals to avoid public restrooms, planning their whole day around when they can use facilities. This impacts people’s lives in education, employment, health, and participation in public life.

While meeting with the Gender Justice League<sup>3</sup>, we discussed this issue, and individuals responded that they, too, had been the recipients of harassment, and would often ask a friend to go with them to a public restroom for safety. We asked where the incidents took place, and in the

1 A full listing of the resources we consulted for this project is available in the Appendix.  
2 Gendered Restrooms and Minority Stress: The Public Regulation of Gender and its Impact on Transgender People’s Lives” by Jody Herman, The Williams Institute UCLA School of Law.  
3 Seattle Gender Justice League <http://www.genderjusticeleague.org/>

### Primary Needs

- Safety | Stress | Health
- Privacy
- Inclusivity

### 70% of Respondents

Reported being denied access, verbally harassed, or physically assaulted in public restrooms

### Semi-Private Space

Around the sinks and mirrors was cited as the most problematic

## Health Issues

Avoiding restrooms for extended periods can lead to physical injury or illness, such as urinary tract infections, bowel and bladder problems

semi-private area around the sinks and mirrors was often cited as the most problematic.

The area around the sinks and mirrors has been termed a semi-private space (in this report and in other documents) because one would have entered through a doorway that was labeled for Women or for Men and a non-conforming individual could be seen, questioned, and harassed. The semi-private space is one where a security guard would not be present, particularly of the opposite sex, and no security cameras could be placed either, creating a blind spot in the security of a building, or comfort station.

## Health

Avoiding restrooms and holding it in for extended periods of time can lead to potentially serious physical injury or illness, such as urinary tract infections, bowel and bladder problems, and for this reason OSHA<sup>4</sup> has issued best practices for employers. The core principle is that all employees, including transgender employees, should have access to restrooms that correspond to their gender identity. Regardless of the physical layout of a facility a safe and convenient solution must be found for transgender employees.

## Privacy

For many public restrooms, Cal Anderson Park included, the semi-private and private spaces have become havens for illegal activity. As a result, partitions and doors have been made smaller, starting further up from the floor, and lower in height so that private areas can be patrolled. This creates added stress for the transgender and gender non-conforming as they can be seen and judged while using the toilet.

At the educational institutions we spoke with, single occupant restrooms have been converted by changing signage to gender neutral or all gender restrooms, that provide privacy for trans and gender non-conforming individuals.

For multiple-occupant or multi-stall restrooms, doors and partitions that run full height, or within 2" of the floor and up to 8 feet in height are preferred. At Portland State University these improvements were first implemented inside of buildings that require student access ID for the concern regarding security around potential backlash to gender neutral restrooms.

Additionally, at Portland State, care was taken to provide better closing doors, that sealed up gaps between door and partitions. With it now more difficult to see inside a stall if it is occupied, better locks are needed as pushing or knocking on the door will determine if a stall is occupied. Further improvements are locks with occupied indicators, similar to common port-a-potties, so it is easy to determine which stalls are in use. Locks will need to be able to be unlocked and accessed by staff, or emergency responders from the outside in the case of a medical emergency.

For locker and changing rooms, the issue of privacy is even more challenging. The Seattle Ordinance only affects single occupant restrooms.

## Signage

State WHAT is inside the room, toilet, shower, changing table, not WHO is allowed.

<sup>4</sup> OSHA, Best Practices; A Guide to Restroom Access for Transgender Workers

## FINDINGS

However, best practices should make each facility accessible to all people. Often, simple solutions are possible such as adding shower curtains, and making the family changing space available will make it possible for trans and gender non-conforming individuals to participate. While the Seattle Ordinance does not currently address locker and changing rooms, the NCAA Inclusion of Transgender Student-Athletes<sup>5</sup>, does address this issue. The best practices and guidelines state the following:

“Transgender student-athletes should be able to use the locker room, shower, and toilet facilities in accordance with the student’s gender identity. Every locker room should have some private, enclosed changing areas, showers, and toilets for use by any athlete who desires them. When requested by a transgender student-athlete, schools should provide private, separate changing, showering, and toilet facilities for the student’s use, but transgender students should not be required to use separate facilities.”

While this pertains to student-athletes, a broader application can be made to any person who endeavors athletics at a Park facility with a priority focus on swimming pool and community center changing rooms and showers.

### Inclusivity

There is a need and a desire for public facilities to be open and welcoming for all members of society. Both from the standpoint of good design, and from transgender and gender non-conforming community. After safety and privacy, remaining barriers include restroom locations, signage and graphics.

The location of an all gender restroom does not want to be in an out of the way or back-of-house location. The same principles for building entrances in The American’s with Disabilities Act (ADA), that state a service entrance shall not be the sole accessible entrance unless it is the only entrance to a building (for example, in a factory or garage), should also apply to the location of all gender Restrooms. This issue was brought up multiple times by the transgender and gender non-conforming community, as it also affects safety and singles them out.

### Policy

Internal SPR policies could include tools for raising awareness of trans and gender non-conforming issues among staff members and leadership such as required ongoing staff education and training. First steps include creating uniform policy throughout SPR and putting policies into writing. Written policies and phrases will help staff to interact with the general public. In addition, existing and future forms need review to ensure they are inclusive for trans and non-confirming individuals. Staff should assess facilities to make sure they provide comfortable and inclusive spaces for these community members. It may be beneficial to engage members of the transgender and gender non-conforming community in the actual assessments.

<sup>5</sup> NCAA Inclusion of Transgender Student-Athletes; page 20 Facilities Access.

### All Gender Restroom Ordinances

- Austin
- Multnomah County
- Philadelphia
- Seattle
- Washington DC
- West Hollywood

## Culture Change

The creation of all gender public restrooms requires a culture change of the general population. This change will take time, and to facilitate that change posting of educational materials in the form of signs, graphics, or artwork adjacent to all gender restrooms is recommended. At Portland State University, there are signs and pamphlets located outside of each of the Gender Neutral restrooms. The information may describe the need for all gender restrooms as well as where to find them.

## Sustainability

Sustainability not only pertains to the environment, but also to economic and social equality. While conserving water is important, the successful implementation of all gender public facilities takes precedence.

## Water Use and Conservation

This project is to identify best practices overall, and specifically recommend changes to address needs in Cal Anderson park. It will lead as an example for other parks around the city.

During our research, the Houston HERO Ordinance<sup>6</sup> that would have provided civil rights protections, was referenced, as an example of a failed implementation of a transgender and gender non-conforming rights. Those who were opposed to the idea, utilized negative connotations to create a campaign based on fear and not facts to dissuade the public. The lesson to be learned is that whatever is proposed/constructed at Cal Anderson Park needs to work.

Combining new water technologies, such as rain water capture or composting toilets, with all gender restrooms may create multi-beneficial association if constructed and presented to the public at the same time. However, if the composting toilets are poorly received by the public so could all gender restrooms. As our culture learns and adapts, we should keep in mind that our plumbing fixtures may also evolve.

## Urinals

The topic of urinals has come up in numerous discussions with SPR, local transgender and gender non-conforming groups, and in our research. Having a urinal and a toilet, in a single occupant restroom for example, was seen as an asset in some discussions, that could reduce the amount of use for the toilet and help to keep it cleaner, while reducing the amount of time a restroom is in use. For some the inclusion of urinals for all gender restrooms, is not offensive as it is a porcelain fixture with water in, like a toilet, sink or bidet. Again, public education and culture change will need to occur.

Research obtained from the University of California Capital Planners and users stated that urinals are not preferred by women who were using all gender restrooms. A urinal is a gendered plumbing fixture by its very nature,

<sup>6</sup> <http://www.examiner.com/article/defeat-of-hero-law-houston-spurs-calls-for-an-economic-boycott>

## FINDINGS

and caused stress for women users who began to question if they were in the right restroom. If urinals are provided, ideally each single occupant restroom would need to have one to be consistent and gender neutral.

Sustainability groups on campuses are pushing for urinals for the water savings of a half gallon per use. The University of California has a combined student body of 238,700, with 19,700 faculty members, and 135,900 staff members totaling nearly 400,000 people. The amount of water consumed for toilet flushing represents a significant amount each day. Despite this potential savings, UC has determined that providing all gender restrooms is the priority.

As water conservation needs increase and culture change takes place surrounding restroom use, the inclusion of urinals in all gender restrooms should be revisited.

### Laws and Ordinances

Seattle is the 3rd city in the nation to pass an ordinance requiring all gender restrooms. Each of the ordinances that have passed, Washington DC, Philadelphia, and Seattle<sup>7</sup> are requiring that single occupant men's and women's restrooms are to be re-labeled as all gender (or gender neutral). The ordinance for Multnomah County (Portland) began with single occupant restrooms, and starting next year will expand to include multi-stall facilities as well.

### Plumbing Code

The City of Seattle has adopted the International Building code with amendments. Chapter 29<sup>8</sup> regulates the number of toilet facilities that are required in buildings for various types of occupancies. Utilizing the occupant load calculated in the building code, a minimum number of Women's and Men's restrooms are required for that building type. Many park comfort stations are not in buildings and therefore are exempt from these requirements. For SPR' buildings such as community centers and pools, the code does require separate facilities.

### Health Code - King County

The plumbing and health code for Seattle is presided over and enforced by King County.

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<sup>7</sup> Seattle Ordinance

<sup>8</sup> Seattle Building Code Chapter 29

# **Best Practices**

## BEST PRACTICES

### Research

Our research has taken us all over the nation and the world and then brought us back to the Northwest again. The World Toilet Organization states: 1 billion (15 % of the world population) still practice open defecation; clean and safe toilets help keep more girls in school and increase attendance rates, as far too many girls miss out on education just because of the lack of a clean and safe toilet.

The transgender and gender non-conforming community is unable to fully participate in society. In the largest survey to date, transgender and gender non-conforming people reported being fired due to anti-transgender bias (26%), being harassed (78%) and physically assaulted (35%) at school, suffering double the rate of unemployment, and attempting suicide at alarming rates (41%)<sup>1</sup>.

Our research has revealed that there are ways to improve public sanitation, making facilities safe, clean, private, and welcoming for all, and doing so benefits all of society.

### Attendants

Use of bathroom attendants have resulted in some of the best public restrooms, even in the most challenging of environments. New York City's Port Authority Bus Terminal public restrooms were recently renovated and as reported by gothamist.com:

"The Port Authority Bus Terminal, which John Oliver has accurately described as "the single worst place on Earth," is undergoing a \$90 million face-lift that's just getting started. But "Phase One" of its restroom rehabilitation project has already transformed two of the terminal's notoriously terrifying bathrooms into sparkling new comfort stations so sublime that, as R. Lee Ermey once put it, the Virgin Mary Herself would be proud to go in there and take a dump."<sup>2</sup>

The renovation included the addition of an attendant to greet people and tidy the restrooms, and expansion of the cleaning program.

The restrooms at Bryant Park utilize a bathroom attendant to keep the marble countertops clean and the flowers fresh. VirtualTourist.com compiled a list of the "World's Top 10 Toilets", and the Bryant Park restrooms in New York City, NY were ranked number one. The Bryant Park restrooms also benefit from their location, adjacent to a busy sidewalk and metro stop.

"Who would have thought that a loo in the middle of such a dirty, noisy, frenetic city would have classical music, fresh flowers, and even an attendant! Visitors report that it's also spotlessly clean."<sup>3</sup>

1 Gendered Restrooms and Minority Stress: The Public Regulation of Gender and its Impact on Transgender People's Lives" by Jody Herman, The Williams Institute UCLA School of Law.

2 [http://gothamist.com/2015/02/26/bathroom\\_humor\\_air\\_quotes.php#photo-1](http://gothamist.com/2015/02/26/bathroom_humor_air_quotes.php#photo-1)

3 <http://www.virtualtourist.com/press-center/ugliest-buildings-list>

### Best Practices

- Attendants
- Active space and uses nearby



NYC Port Authority Bus Terminal public restroom. Attendants keep the new facility clean.



Award winning restrooms at Bryant Park



Marble countertops, fresh flowers, with classical music in the background.



PHLUSH (Public Hygiene Lets Us Stay Human) identifies key design features for public restrooms as shown here in this photo at River Place in Portland.

**Best Practices**

- Activate surrounding area as seen in the above photo:
- Public restroom opposite retail shop
- Adjacent to street
- Nearby parking meter
- Include amenities such as drinking fountains, bike racks, and temporary parking.

**Active Spaces - CPTED**

When more people are using restroom facilities, they are generally safer places to be as more eyes pay attention leads to less abnormal use like loitering. CPTED (Crime Prevention Through Environmental Design, pronounced “sep-ted”) design principles provide strategies for encouraging the use of these facilities and reducing crime and the fear of crime. CPTED principles include the following concepts:

**Natural Surveillance**

“See and be seen” is the overall goal when it comes to natural surveillance. A person is less likely to commit a crime if they think someone will see them do it. Clear sightlines, lighting and landscape play an important role. Locating restrooms adjacent to centers of activity also contributes to natural surveillance.

**Natural Access Control**

Natural Access Control is more than a high block wall topped with barbed wire. CPTED utilizes the use of walkways, fences, lighting, signage and landscape to clearly guide people and vehicles to and from the proper entrances. The goal with this principle is not necessarily to keep intruders out, but to direct the flow of people while decreasing the opportunity for crime. Natural approaches and natural surveillance could be supplemented by organized means such as attendants.

**Territorial Reinforcement**

Creating or extending a “sphere of influence” by utilizing physical designs such as pavement treatments, landscaping and signage enables users of an area to develop a sense of proprietorship over it. Public areas are clearly distinguished from private ones. Potential trespassers perceive this control and are thereby discouraged.

**Image/Maintenance**

The “Broken Window Theory” suggests that one “broken window” or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. CPTED expands on this point encouraging regular maintenance of restrooms to support continued use of the facility for its intended purpose. Neglected and poorly maintained properties can appear abandoned and unsafe, lead to reduced use and become breeding grounds for criminal activity.

While CPTED principles do generally focus on the design of new buildings and outdoors spaces, they could also be applied to indoor facilities. In particular, attention to Natural Surveillance, Territorial Reinforcement, and Image/Maintenance would aid in the design of a changing room that feels safe, reduces crime and leads to continued use.

## BEST PRACTICES

### Direct Entry Stalls

The PHLUSH Public Toilet Advocacy Toolkit’s design principles for public restrooms identifies single door direct entry stalls over traditional multi-stall, gendered facilities. Advantages to this design include space savings by eliminating the semi-private space surrounding the sinks, increase in capacity, while resolving gender parity, trans and gender non-conforming issues with each stall all gender. Further benefits include the ability to clean individual stalls without closing down half or all of the facility.

During our study, Capitol Hill Seattle<sup>4</sup> published a police report regarding a man who was arrested after a confrontation over use of the women’s restroom in Cal Anderson Park. Six people had confronted the suspect, who was not a trans or gender non conforming individual, after spotting him inside the restroom. The man became violently enraged and made threats at his accusers. The police were called and arrived on the scene at which point the suspect then fled, to be arrested soon after. In his statement to the police he was using the women’s restroom because the men’s restroom toilet stall was occupied by another individual and he had an urgent bowel issue.

First, this story provides insight to how powerful a stigma is associated with being in the “wrong” restroom. While this individual was not trans or gender non-conforming, the report demonstrates the stress endured by members of the transgender and gender non-conforming community when using public restrooms and the fear of being confronted by a crowd of people.

Second, direct entry all gender restrooms that do not discriminate may have prevented the man from becoming enraged and making threats by avoiding the confrontation that occurred in the gendered space.

Third, by providing direct entry all gender restrooms at Cal Anderson Park there would be four or more toilets available for the individual to have used, instead of just the one toilet stall in the men’s room.

While we see that modifications to the existing restrooms can improve the facilities and experience for everyone in the park, and reduce the likelihood of potential violence, changes to the restroom will not change the fact that the individual would be in the park. For this reason, the CPTED design principles are critical for the safety of people utilizing the park and for those accessing the restroom at Cal Anderson Park.

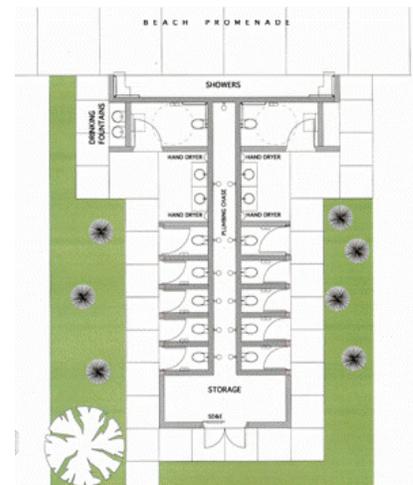
### Park Amenities

The comfort station at Cal Anderson Park shares a plaza with a small shelter house that is available to the public. Scheduling activities, renting to private parties, creating a concession or making the shelter available at reduced rates to local community groups could help to activate the area surrounding the restrooms more frequently and in the evenings providing natural surveillance.

<sup>4</sup> <http://www.capitolhillseattle.com/2015/10/not-so-sharp-assailant-busted-in-broadway-traffic-after-cal-anderson-machete-assault/>

### How Strong is the

Stigma of using the “wrong” restroom? There are no laws against using the “wrong” restroom, yet have you ever done that? How did it feel?



Kellogg Park Comfort Station South in La Jolla California, achieves maximum function in minimum space. This is achieved with direct entry stalls, sinks outside, ADA / changing rooms, and showers outside.



This is an example of a drinking fountain that is ADA accessible, with a dog bowl, and water bottle filling station.



New sign and graphic located in Seattle City Hall.

Further amenities can help to accomplish the same effect by installing a needed bicycle rack near the restrooms. This places bicyclists near the facility while locking and unlocking their bikes, and also makes it easier for riders to stop and use the facility.

During our team meeting that took place in the shelter, we observed an individual awkwardly take their bike with them into the restroom rather than leave it unattended outside.

Another park amenity, the water fountain, could be further enhanced to include a water bottle filling station and a dog water bowl to draw people to the vicinity of the restrooms. Encouraging and supporting the sports teams at the adjacent play field, tennis courts, and basketball court as well as locals walking their pets through the park makes the park more user friendly circulates more people near the restrooms and provides natural surveillance.

Providing a temporary parking space or two for drivers of commercial vehicles such as delivery trucks also helps to engage more people into the park.



While this sign does state gender neutral restroom, the half man half women graphic is very offensive.

### **Signage and Graphics**

Modifying the signage for single occupant restrooms requires the use of symbols and text that sends a welcoming and positive message for users. At Portland State University their program began four to five years ago and the term “Gender Neutral” was selected at that time. Now the trend is to use the phrase “all gender” as seen at Seattle City Hall. While this is an improvement from “Woman’s & Men’s” restroom which is the gender binary that is least preferred and most exclusive, many people suggested “Toilet,” which is also a favorite of the design team as this eliminates a possible mixed message that the room may be used for “resting” as in the term “Restroom”. The phrase “all people welcome” was also well received and “Universal” or “all abilities” is a preferred term for accessible over handicap or disabled.



The graphics describing the items inside are good, but the “Trans People Welcome” is also very offensive.

Messages and graphics that depict and describe what is inside the space (showers, toilet, changing table, etc.) are preferred and always acceptable. Graphics and text that state who is allowed are felt to be discriminatory. Our culture is so accustomed to looking for the men’s or women’s restroom that having the phrase all gender may be helpful at the outset. Our recommendation is to simply state “toilet”, along with the graphic symbol of a toilet, the international symbol of access, and other functions that may be available.

Posting of the policies and code of conduct reinforces the rights of individuals who may be challenged by others and is an effective tool to empower people.

### **Wayfinding and Directional Signage**

Signage and maps at park entries, or along streets and sidewalks approaching the park are helpful to inform visitors and passers by that public toilets are available, and direct them about where to go. More users and more eyes create natural surveillance and make the park feel more safe.

## BEST PRACTICES

### SPR Website

The Seattle Department of Parks and Recreation website<sup>5</sup> does list restrooms in each park, and which ones are ADA. The information graphic could be expanded to show which facilities are all gender as well as a location map or description of where to find comfort stations within each park.

### Move Along or an Attraction

Utilizing lights or sounds to discourage prolonged use could be seen as a civil rights violation if targeted towards a specific group of people. Lights to indicate medical emergencies such as a person not moving in a toilet stall for 20 or more minutes could actually provide an added public benefit. Utilizing lights, sound, or music to enhance the comfort station experience making it more fun or an attraction could increase restroom use, and therefore safety. The fun theory<sup>6</sup>, an initiative of volkswagon, is dedicated to the thought that fun is the easiest way to change behavior. An example is the world's deepest bin that utilized sound to create a unique experience to discourage littering and quantified the results by measuring increased garbage in the fun bin. Making the plaza and comfort station a fun attraction will encourage people to walk through the park increasing natural surveillance.

### Sharps Disposal

A sharps disposal container in or in close proximity to a public restroom provides a public amenity and supports a safe environment for all users. To combat the spread of disease through accidental stick pricks, city governments have installed bins for secured sharps disposal containers in public restrooms. Brisbane, Belfast and San Francisco place sharps bins in public toilets which have a high incidence of drug use to encourage responsible disposal of needles.

Bins for sharps containers in public toilets ensures safe and immediate options of disposal at the locations where the sharps become waste products. Bins allow for easy disposal of single needles, and the location, materiality and design of the bins promote safety and deters vandalism and theft. Best practices suggests bins should be secured to the wall or floor using very strong brackets or bolts to prevent removal, designed and constructed to prevent access to sharps container and include locking system, adequately sized to accept expected waste volumes, clearly marked as disposal for sharps only, and located out of reach of children. Regular and safe maintenance of the containers is essential to the success of these programs.

### Quick Cleanup

In addition to a cleaning and maintenance program to keep toilet facilities clean and sanitary, a secondary back up measure is also recommended. The Seattle Police's East Precinct utilize a vendor service<sup>7</sup> who will respond 24 hours a day, seven days a week and clean holding cells if there is a

### Sharps

- At Cal Anderson Park used needles were seen on the ground outside of the Men's room on recent visits.
- We also heard about needles clogging toilets.

### Bio-Hazards

- Seattle Police utilize an on-call 24/7 vendor who will respond to a bio-hazard in a holding cell within 90 minutes.

<sup>5</sup> <http://www.seattle.gov/parks/>

<sup>6</sup> <http://www.thefuntheory.com>

<sup>7</sup> Vendor, Bio Clean Inc. utilized by Seattle Police Department

bio-hazard. The response time is 90 minutes. SPR could utilize the same service, already under contract with the City of Seattle, to provide needed cleaning between scheduled service. A phone number posted on the facility could be used by the public to notify SPR about needed service.



Photo of the Hillcrest Community Centre, Vancouver BC, the changing rooms are visible as the orange, green and blue spaces in the lower level. The pool can be seen from outside the building, right through the changing areas.



Photo of the interior at the Hillcrest Community Centre, Vancouver BC, the changing rooms are visible as the orange, green and blue spaces. Any gender staff members can see into the universal space and respond if needed.



Photo of the interior at the Hillcrest Community Centre, Vancouver BC, this corridor allows for views into the pool to the left and ice rink to the right.

### Changing Rooms

Our research has found that the same basic principles for the toilets applies to changing rooms. During our research and outreach phase we queried organizations, agencies, about their facilities and all gender accommodations. Many of our contacts did not have pools with changing facilities. The universities contacted and in particular Vancouver Parks did and we learned a great deal from those visits.

At Hillcrest Community Centre and Killarney Community Centre in Vancouver BC, a universal change room was included in the design along with a women's and men's room. The universal change room provides a private space for any individuals or families who choose to use it. Initially labeled as "Family Changing Area" against the recommendations of The Trans And Gender Variant Inclusion Working Group, the name was changed to Universal after there were complaints from families that individuals were using the space.

The layout of the space creates two main central corridors that lead from the public way with clear sightlines to the pool. Adjacent to this pathway are the lockers, dry changing stalls, and shower stalls. People using the facility would either be in street clothes or bathing suits when walking around in this area. There are multiple benefits to this arrangement.

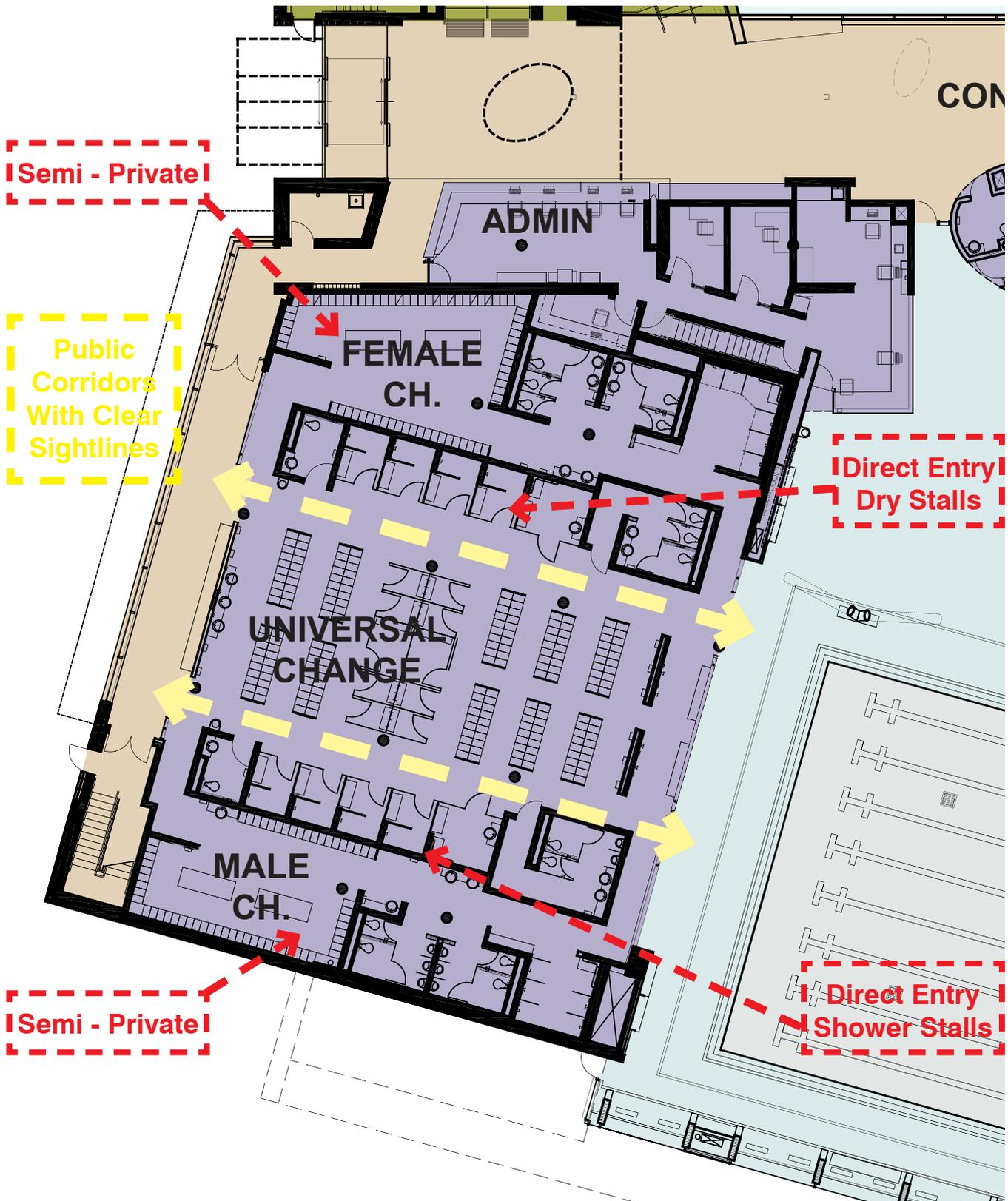
First, since the space is for all genders, and has clear sightlines from the pool deck, staff members of any gender may respond to an incident in the universal change room. Furthermore, the lockers are no longer hidden in a semi-private space, and because of that there have been far fewer thefts from the Universal area. Additionally, surveillance cameras can be used since the corridors are public spaces, and people are covered up.

The design eliminates semi-private spaces, where harassment typically occurs. These spaces are not only uncomfortable for trans and gender non-conforming individuals. We heard in Vancouver and in Seattle many people were uncomfortable with young children changing with adults even of the same gender.

Traveling to Vancouver was well worth the visit because it allowed us to see how well the changing rooms functioned and the overall experience of the spaces. The phone calls and reports did not do these spaces justice. The universal change space was flooded with natural light, and people of all ages, genders, and abilities all going about their business, at the same time staff was cleaning in a portion of the room.

Rinse off showers, intended to be used while wearing swimsuits, are located on the pool deck instead of in the locker room saving space. This concept represents a potential space saving feature for a retrofit to expand locker rooms for further privacy.

## BEST PRACTICES - CHANGING ROOMS



Partial floor plan of the Hilcrest Community Centre, Vancouver BC.

## Conclusion

Direct entry stalls provide the best opportunity for safety, privacy, and inclusivity for all people. The best way to mitigate concerns of illegal activities taking place inside of the locked private stalls is to activate the surrounding plaza area and to encourage the desired behaviors. This can be done through attendants, concessions, greater use of the community shelter, and programmed activities in close proximity to the comfort station.

## Evaluation Criteria

- **Safety** - first and foremost, public health needs to be clean and safe.
- **Privacy** - maintains safety, and preserves dignity.
- **Inclusivity** - available to ALL members of the community.

## Management

- **Establish a uniform written policy** - for employees to abide by and for the general public to follow.
- **Inform and educate staff** - staff understanding of policy implementation and continuing education with sharing of experiences.
- **Provide scripted answers for staff** - assist with public questions and concerns.
- **Review and modify all forms** - allow patrons to state their own gender
- **Conduct formal facility assessments** - physical layouts, options
- **Create a plan of implementation** - budget and schedule improvements; signage, facilities, and programs

## Programming

- **Attendants for restrooms** - provide adequate staff to monitor and clean facilities.
- **Activate spaces** - engage the community with programs and activities, plan park amenities to be in the vicinity of comfort stations to benefit from natural surveillance.
- **Maintenance** - appropriate cleaning program with posted contact info for service.
- **Review and modify programs** - such as women only swimming programs, team and coed sports. Include programs that welcome transgender and gender non-conforming to participate.
- **Adopt NCAA guidelines for sports** - follow the NCAA Inclusion of Transgender Student-Athletes guidelines.

## Design

- **Direct entry stalls** - eliminate semi-private gendered spaces where the majority of harassment occurs.
- **Full height doors** - within 2" of the floor and up to 8 feet high with seals that minimize gaps between door and partition/wall.
- **Locks** - functional door locks with occupied indicators, that can be unlocked from the outside by authorities for medical emergencies.
- **Fixtures** - keep facilities similar, install urinals in all or none of the single occupant stalls. Provide water efficient solutions.
- **Artwork** - Make restrooms positive attractions, incorporate historic artifacts, artwork, and community involvement in design.
- **Signage** - state WHAT is in the room and not WHO is allowed inside.
- **Directional signage** - provide maps, and signs in park and on the website for the location of comfort stations and the functions provided.
- **Informational signage** - enable culture change with public information about all gender restrooms. Posting of the policies and rules of conduct empower those who know them.



# **Cal Anderson Park**

- **Historic Evolution Of Cal Anderson Park, From Original Olmsted Design To Present Day**

## CAL ANDERSON PARK

In-depth research into the history of the park gave the team insight into the challenges and opportunities unique to the park design and the surrounding neighborhood. The relocation of key activation features (wading pool, play equipment, etc) from the center to the edges of the park has rendered the shelter house and plaza less of a destination and potentially contributed to safety issues near the park.

### Original Olmsted Brothers Design

The park now known as Cal Anderson Park has its origins at the turn of the last century when Capitol Hill was transforming into a busy urban neighborhood. The City created the park as part of a larger project to create the Lincoln Low Reservoir and the first hydraulic pump house in Seattle. The city named the park Lincoln Park in 1901, and for the first two years of its existence, the park was undeveloped. The Board of Park Commissioners hired John Charles Olmsted and his firm, Olmsted Brothers of Brookline, Massachusetts, in 1903 to create specific plans for the park. The foundation of the park's current design comes from Preliminary Plan No. 2 dated July 21, 1904. The plan shows the reservoir to the north, a lawn area framed by an arced path of lined by trees, a strong, active east-west axis at Olive corridor with a shelter house, a baseball playfield to the south, and key entry points to connect with the city's urban grid. Historical evidence of the improvement of Lincoln Park indicates that the City followed closely the plan created by Olmsted Brothers with the addition of a tennis court in the northeastern corner of the playfield and a running track around the reservoir.

Lincoln Park functioned mainly as a neighborhood park serving the families, students, and individuals visiting the growing Pike/Pine and Broadway business districts. By 1901, the neighborhood around the park had received a city trolley line which increased the access to the newly-platted additions created by J. M. Moore on what he dubbed Capitol Hill. Families filled these homes and those in other nearby developments. Broadway High School, located just a block west of the park, opened in 1902 and, despite concerns that it was too far from downtown, filled its seats with students by the end of the year. As automobiles become more popular in Seattle around 1905, garages, showrooms, and other business related to the industry quickly emerged in what is now the Pike Pine Corridor creating a thriving business district. In his correspondence, Olmsted notes the fairly dense and growing urban neighborhood, and its character influences him to create a more formal design with tree-lined paths for strolling and a lawn area.

In historic photographs, the shelter house located in the center of the park appears a strong, vibrant presence in the park. In the correspondence between Olmsted and the Board of Commissioners, Olmsted describes the shelter house as rest stop and comfort station not only for park-goers but also policemen, park workers, and other municipal workers. The City hired Charles Saunders of Saunders & Lawton to design the shelter house which was located on the south side of the Olive corridor walk; he followed Olmsted's recommendations and designed a heavy timber and wood frame structure with Craftsman styling. The building consisted of a structure with symmetrical, gable roofed wings separated by an open passageway under the central, hipped roof. The shelter house had toilet facilities, washing



1915 aerial view of Lincoln Park from southeast corner. During the early years of the park, the shelter house anchored the center of the park and became a destination.



1910 view of shelter house from southern vantage. Note the size of the structure and the playground equipment in front.



1910 - View one wing of the shelter house with its open sides to accommodate spectators, play equipment and park goers fleeing inclement weather.



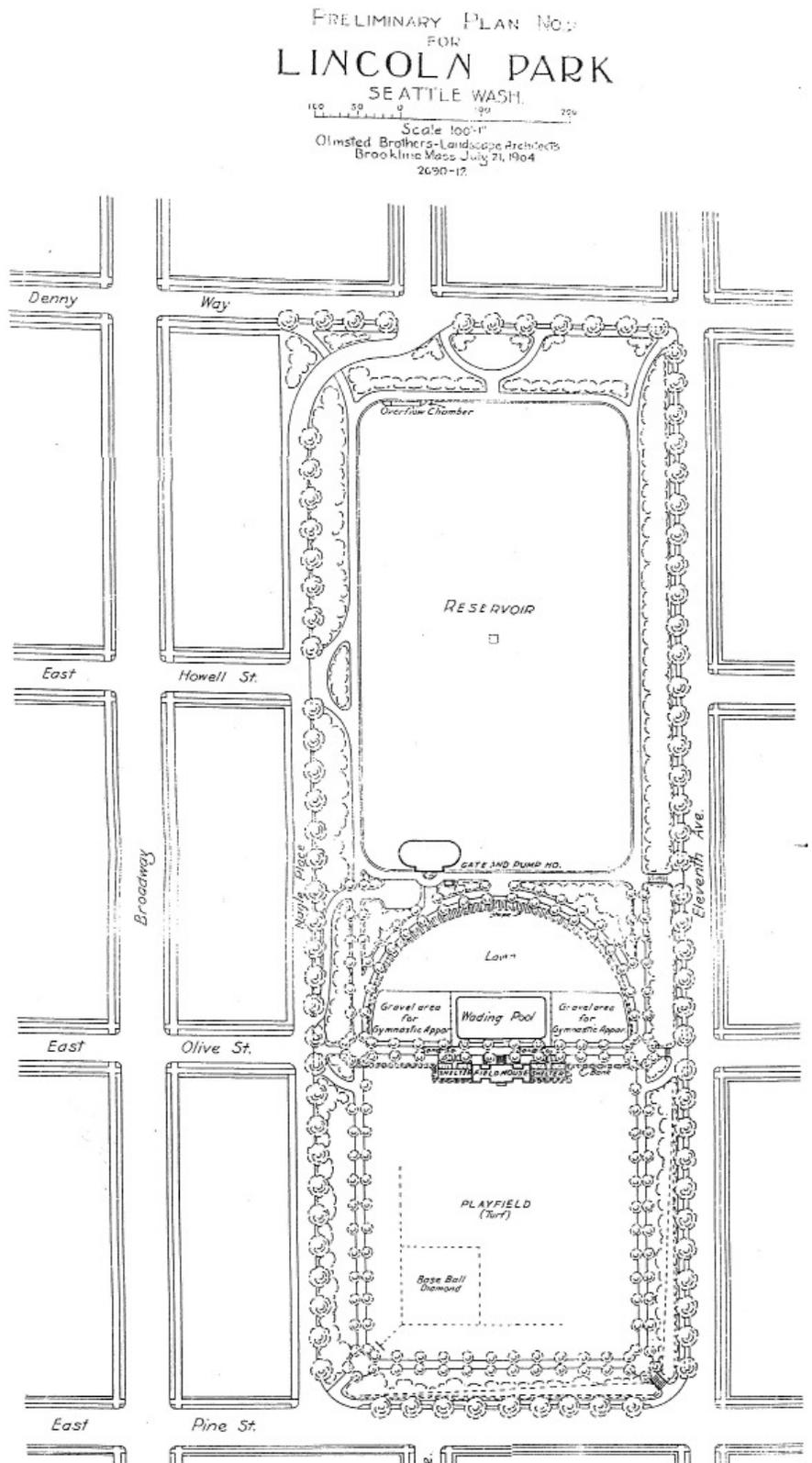
1918 - View of the end of one wing of the shelter house and Craftsman style details.



No date – View of shelter house from one end of the playfield.

basins, and drinking fountains and became a destination for community members of all ages.

After the completion of the shelter house, a large circular wading pool was installed just across the Olive corridor walk and sand pits flanked the wading pool. Playground equipment was installed adjacent to the shelter house along the north end and northeast corner of the playfield. According to the 1908 Annual Report of the Board of Park Commissioners, 100-200 children a day would come to Lincoln Park to play on the playground equipment or in the wading pool. Historic photographs document the busy activity around the shelter house with children playing on the playground equipment or in the wading pool.



1904 – Olmsted Brothers' Preliminary Plan No. 2 which created the foundation of the park's design.

# CAL ANDERSON PARK

## PARK AND PLAYFIELD DEVELOPMENT 1920-1990

In 1922, Lincoln Park became known as Broadway Playfield, and during the 1930's, the park underwent many updates and changes due to the fatigue of equipment and facilities and the availability of Works Progress Administration funds. The wading pool was removed and a new one located on the western edge of the park at one end of the formal arced walk. The tennis court was moved to the western edge of the playfield and a second one was built in that location. Some of the playground equipment was removed and some pieces moved to the northeastern corner of the park area just outside the arced walk. The playfield was expanded and the eastern length of the promenade was absorbed into the playfield. Already by this period, community members requested the replacement of the shelter house due to the deterioration caused by time and increased usage.



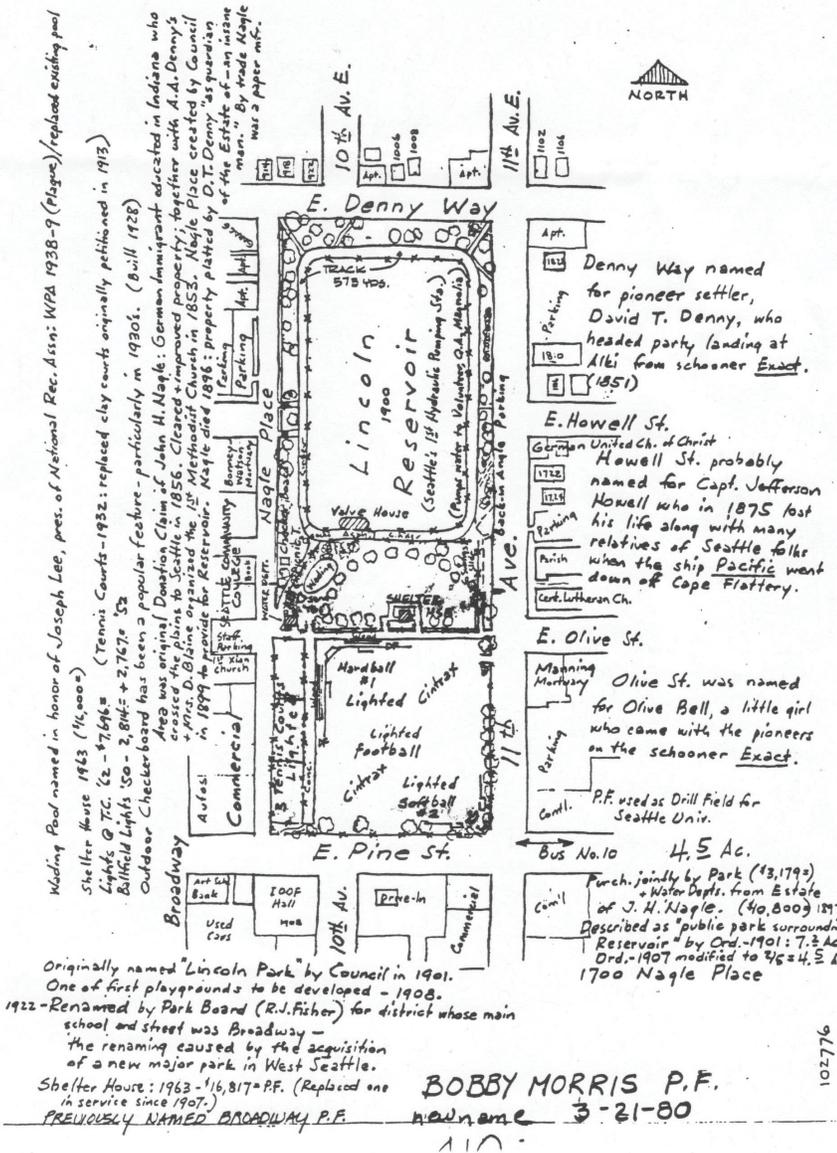
1950 – Catcher spotting a fly ball on the Broadway Playfield



1911 – At this time SPR reports that 100-200 children a day came to play in the wading pool and on the playground equipment which contributed to the vibrancy of the Olive Way walk.



1932 – Works Progress Administration funds allowed for improvements to the park including moving and expanding the tennis courts to the western edge of the playfield.



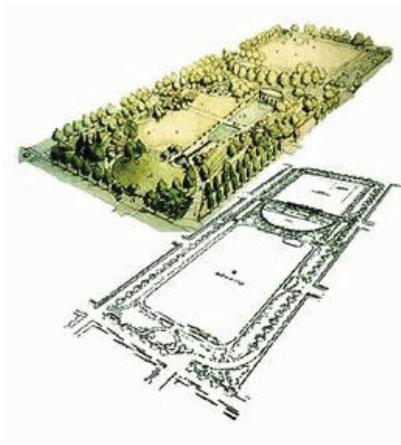
Caption



1970 – The 1963 comfort station (the building on the right) had a more utilitarian design. By this time many of the activating elements in the park had been moved away from the Olive Way walk to the park edges.

In the 1950's an additional building, the modernist Broadway Pump Station, was constructed at the western edge of the Olive corridor walk which modified the western connection to Olive corridor. At this time the neighborhood was in decline. The homes built during the Lincoln Park era had aged and become attractive to younger people as families moved to new developments in the suburbs. Due to this period of decline, the neighborhood also attracted gay and lesbian individuals looking for a tolerant place in the 1950's and it became the epicenter of this community.

From 1962-1963, the city constructed a new shelter house to replace original 1907 building. Due to the changes to the park in the 1930's, many of the park elements that activated the area around the shelter house had been removed or relocated to the edges of the park, and the deteriorating shape of the original shelter house had left the Olive corridor walk less attractive to community members. The replacement building was a utilitarian structure constructed of concrete blocks clad in brick masonry veneer. It was moved to north side of the Olive corridor walk in the lawn area and housed restrooms, storage, and service spaces. When the original 1907 structure was razed in 1964, the playfield was expanded to include hardball, softball, and football.



Overlay of Berger Partnership plan over the Olmsted plan. Despite changes to the park, the character and many of the original design ideas remain intact.

### GROUNDSWELL OFF BROADWAY, LANDMARK DESIGNATION AND CAL ANDERSON PARK

By 1993, concerned citizens formed a local community group Groundswell Off Broadway and organized community members and partner groups to advocate for improvements to Bobby Morris Playfield. The park and its facilities had deteriorated and housed illegal activities which discouraged community members from using the park. When the City received an \$800,000 grant for improvements to the playfield, Groundswell shared the community's concerns which led to \$75,000 for general improvements to the park. Groundswell worked with the Berger Partnership, who the City had hired for the playfield project, to design new entrances to the park which referenced the Olmsted era. In 1996, the group received Department of Neighborhood Matching Funds to hold community meetings and draft a Comprehensive Master Plan for the park and later another matching grant for new construction and park equipment in the area around the Olive corridor walk.



No date – Groundswell Off Broadway and Berger Partnership plan in place; aerial view of the park from the northeast corner.

In the early 1990's, the Washington State government mandated that open reservoirs be covered for safety and public health reasons. As municipal government discussed the schedule for covering the city's reservoirs, Groundswell successfully advocated for Lincoln Reservoir to be first which gave the park an additional 7.5 acres of land and the opportunity to install a new water feature. During 1997-1998, Groundswell worked with Seattle Public Utilities and Capitol Hill community members to create priorities for the design in Master Plan Design Workshops facilitated by the Berger Partnership. The resulting Park Site Master Plan retained a number of Olmsted-era design features including the formal arced walkway, the strong east west axis, the playfield, and the relationship between the active recreation area and the pastoral leisure area (see figure 3). With the passage of the 2000 ProParks Levy, the SPR received the funding need to implement

## CAL ANDERSON PARK

the improvements to the park, and by 2003, Seattle Public Utilities began the project to bury the Lincoln Reservoir and create the additional acreage.

In addition to the changes to the overall plan of the park, the communities and Groundswell Off Broadway's effort produced a new shelter house and comfort station. The group leveraged \$250,000 of state funds to receive a \$250,000 Department of Neighborhoods Matching Funds grant to build the shelter house, comfort station, and maintenance building. The new structures reference the original 1907 shelter house in styling and structure. The new building's materials and details reference the Craftsman style, and two of the new structures share a plaza and are separated by a trellis element which references the floor plan of the historic structure - two similarly-sized structures visually connected and separated by an open area. The shelter house opened and park was officially renamed Cal Anderson Park on April 13, 2003 during a dedication ceremony.

Cal Anderson Park is a significant historic asset in the Capitol Hill neighborhood. While it is not listed in the National Register of Historic Places, Cal Anderson Park (listed as Lincoln Park/Lincoln Reservoir and Bobby Morris Playfield) is a City of Seattle Landmark under ordinance 121042 which Mayor Greg Nichols signed on Dec. 20, 2002. Seattle Public Utilities and Seattle Parks and Recreation co-sponsored the nomination which Boyle Wagoner Architects wrote and Groundswell Off Broadway and Friends of Seattle Olmsted Parks contributed significant research. On Nov. 4 1999, The Landmark Preservation Board voted to designate the park based on the following criteria:

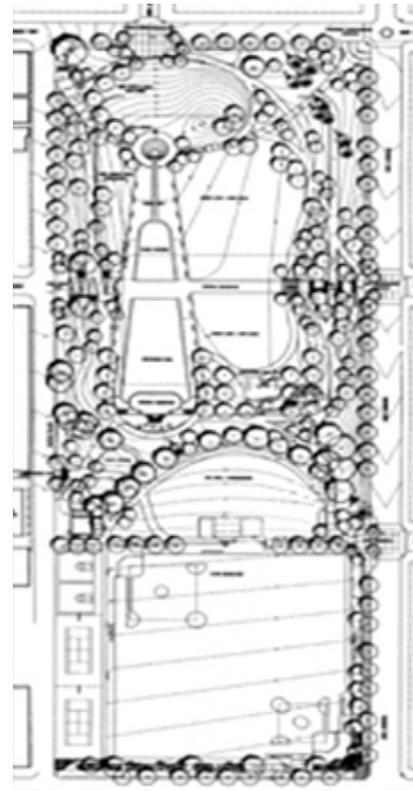
A. It is associated in a significant way with a significant aspect of the cultural, political or economic heritage of the community, City, state or nation. The LPB determined the reservoir represented the development of the municipal infrastructure and the history of the Water Department and the Olmsted-designed park represented the early development of the park and recreation system.

B. It embodies the distinctive visible characteristics of an architectural style, or period or of a method of construction. The LPB found that the unusual style, design, age, and construction technique of the Gatehouse and in ground reservoir as well as portions of the landscape and recreation areas satisfied this criterion.

C. It is an outstanding work of a designer or builder. The park qualifies for this criterion because the park is directly connected to John Charles Olmsted and the Olmsted Brothers firm and despite some additions and changes, it retains the integrity of his design.

D. Because of its prominence of spatial location, contrasts of siting, age, or scale it is an easily identifiable visual feature of its neighborhood or the City and contributes to the distinctive quality or identify of such neighborhood or the City. The LPB cited the distinct contrast between the open space of the park and the dense Capitol Hill urban fabric and surrounding buildings.

According to the ordinance, controls extend to the Reservoir, the exterior



Berger Partnership plan for Cal Anderson Park.

of the Gatehouse, and site specifically excluding the following existing structures and features: the Broadway Pump Station, the 1962 shelter house and restrooms, tennis courts, play equipment and outdoor furniture. It is important to note the current comfort station is not included because it did not exist during the designation. It is also clear from the ordinance that the controls extend only to historic features of the park which directly correspond with its significant history, unique architectural style of the reservoir and gatehouse, and designer John Charles Olmsted and the Olmsted Brothers firm.

Since the creation of the park in 1901, Capitol Hill has become the densest neighborhood in Seattle and the area immediately around the park has changed repeatedly in character and demographics. Between 1990 and 2010, the neighborhood added over 3,300 residents and 2,200 housing units, and the growth in the neighborhood is visible with a 2005 re-zoning resulting in taller apartment buildings with more retail space in the blocks south and east of the park. The neighborhood has become one dominated by young individuals living alone or with roommates. In 2010, nearly 11,000 of the 13,000 households in the neighborhood were considered non-family households. The character of the neighborhood has shifted with younger professionals and a growing number of retail businesses outpacing families and commercial businesses which provide a strong daytime presence.

Additionally, recent fears of increased crimes in the neighborhood have led to community anxiety. Since 2008, the number of incidents of personal and property crimes in the neighborhood around Cal Anderson Park has increased according to data from the Seattle Police Department. Between 2008 and 2014, robberies increased 48%, aggravated assault 80% and thefts 90%. Due to increases in crime both in the park and in the adjacent neighborhood, Seattle police increased patrols in Cal Anderson Park in the summer of 2015. These fears intersect with concerns about the nightlife crowd and incidents of assault, abuse, and drunk driving connected with those individuals.

There is potential to learn from design elements which made Cal Anderson Park and specifically the Olive corridor walk successful in past eras. The Olmsted-era park design responded to the number of children and families living in the neighborhood and proved successful in attracting them and activating the shelter house. The removal and relocation of these design features impacted the experience of the Olive corridor walk and affected the use of the current plaza and comfort station. With little attracting the young residents of Capitol Hill to the plaza on a regular basis, there is no one to provide “eye on the street” and help keep the area safe and free of unwanted activities.



# Site Analysis

## ANALYSIS

### Review of Site and Comfort Station

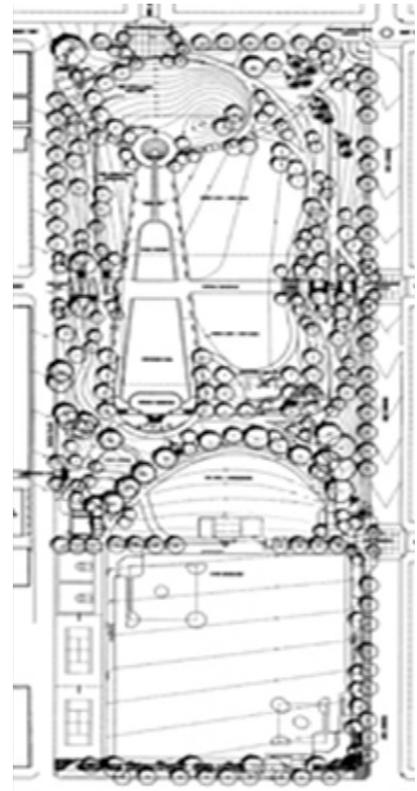
#### Introduction

The purpose of the site analysis was to evaluate access and safety considerations in the areas both immediately adjacent to the comfort station and at primary connections providing circulation to the comfort station. The analysis yielded observations and identified design opportunities that can be considered for inclusion in the scope of the comfort station renovation project or be undertaken separately by Seattle Parks and Recreation.

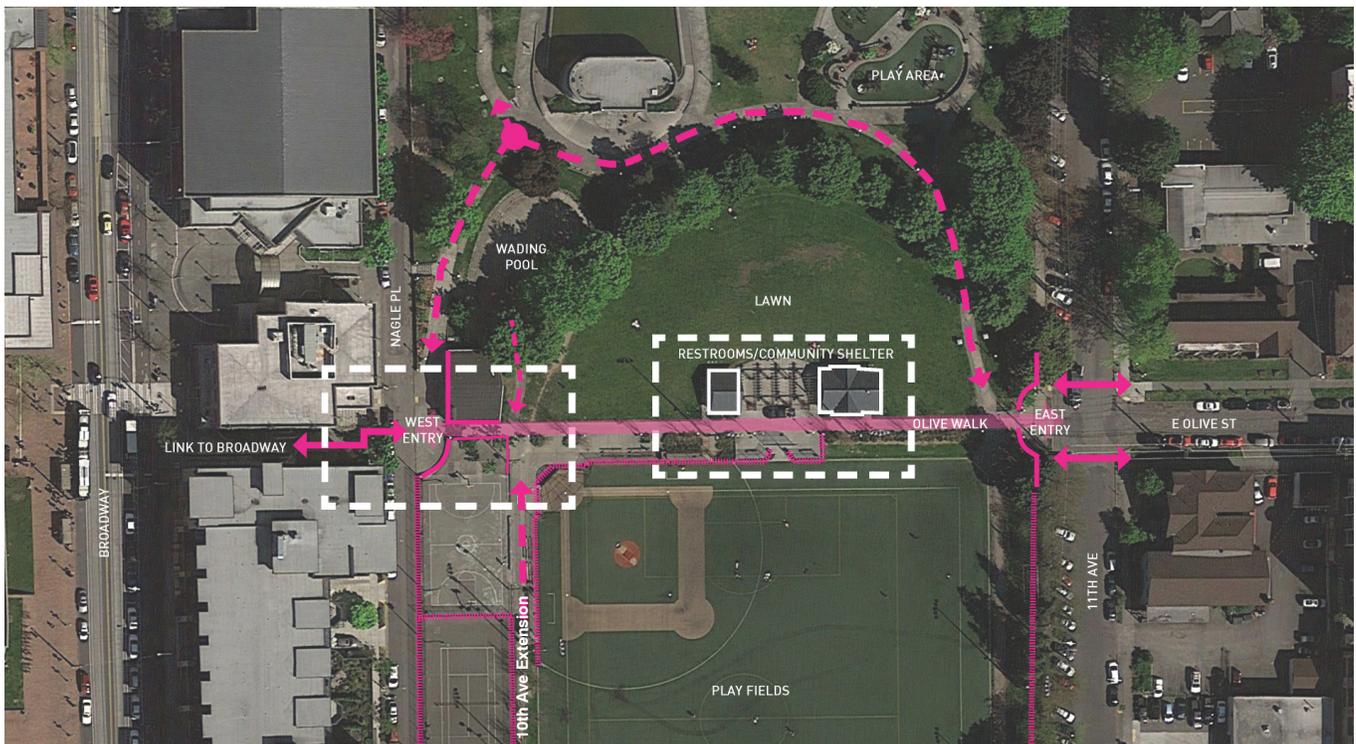
Analysis was based on daytime/evening site visits, conversation with SPR staff, and review of historic documents. The site analysis was limited in scope and did not include a formal CPTED review of existing or proposed features. Currently, a full CPTED analysis is underway for Cal Anderson Park, and may be referenced in our final document.

#### Site Analysis/Opportunities

The existing comfort station and community building are located on the Olive corridor; Connecting to residential neighborhoods to the east via Olive Street (East Entry) and to the Broadway commercial strip to the west via a pedestrian connection (West Entry).



Cal Anderson Park Site Plan



Aerial photo showing Olive Walk connecting Broadway to the neighborhood to the east, and centrally located comfort station and community shelter.



East entrance into Cal Anderson Park

**East Entry**

Paving along the Olive corridor is approximately 8' wide and includes dense understory vegetation and low-branching trees. Consideration should be given to thinning or removing vegetation to open up sightlines along the Walk and create a connection that feels more open than it actually is due to enhanced visual access.

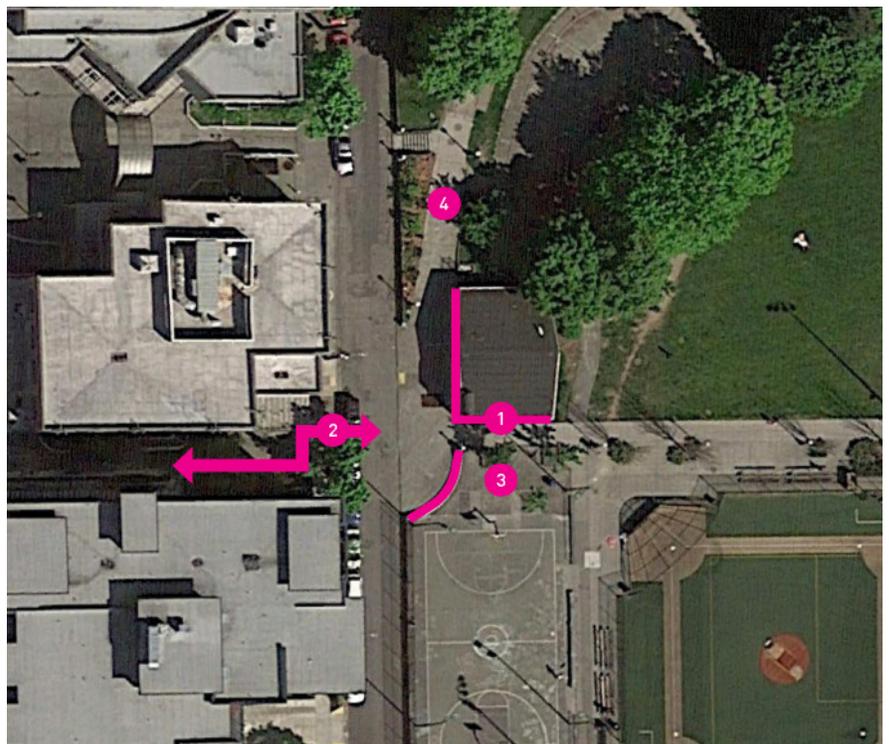
**West Entry**

The existing SPU building immediately to the north of the Olive corridor creates an uncomfortable hard corner/edge condition when combined with stone entry wall. While the actual opening is constrained, there is potential space available at this entry point that could help enhance both visual and physical access to the park by re-thinking the program of the plaza space South of the Olive corridor. The area west of the stone entry wall is used for government vehicle parking but the area inside the wall to the immediate east (adjacent to the basketball court) could be reconfigured with a different seating arrangement to improve access and limit potential harassment of passersby due to the constrained entry.

The 10th Avenue extension walkway connecting Pine Street to Olive corridor is also physically constrained by fencing for active sport courts/fields on one or both sides for the majority of the length. While uncomfortable in places, this fencing is a necessary element and likely cannot be moved. This further reinforces the need to enhance entry points to the park from the edges.

**Observations - West Entry**

- 1 SPU Pump building creates uncomfortable hard corner / constrained entry point to park.
- 2 Trees / planter create pedestrian baffle and limit sight lines / allows space to be taken control by undesirable activities.
- 3 Consider opportunities to open up entry via circulation and/or visual access.
- 4 Internal circulation requires park users from north to essentially exit park then re-enter (or cut through wading pool)



Aerial photo showing west entry at Olive walk.

## ANALYSIS



West entry at Olive walk

While an off-site condition, the existing stairway between buildings/ connecting to Broadway (across Nagle Place) creates an uncomfortable and potentially unsafe condition. The layout of existing street trees and raised planters results in a narrow pedestrian baffle that limits sight lines and allows the space to be easily dominated by undesirable activities.

Internal park circulation constraints require park users (specifically those requiring ADA access) coming from the North along the West edge of the park to use the ADA grade driveway ramp to reach the Olive corridor entrance at Nagle then re-enter the park to access the comfort station (essentially exiting then re-entering the park). Other users have the option of cutting behind the SPU pump house building at the South end of the wading pool to reach Olive corridor and the comfort station. Improving this pathway connection to meet ADA standards and create a more intuitive route could support better access from the North. With future opening of transit station at the NW park corner, a shelter house path may be well used.

### Comfort Station / Shelter House

The current comfort station configuration features primary entry to gender specific restrooms via doors opening onto the plaza space between the buildings. The doors facing West are typically gated providing visual access



Stairway to Broadway with limited sight lines



Often dominated by undesirable activities



Plaza with trellis flanked by the comfort station and the community shelter house. but no physical access.

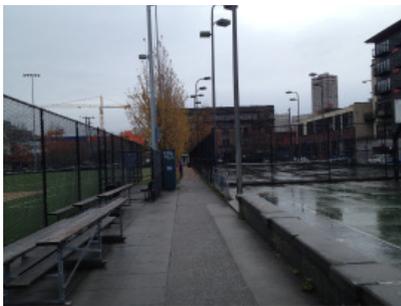
With various design options proposing doors on multiple sides of the restroom building, sightlines to all entry points and intuitive queuing will be important. The plaza on the East side of the building seems to provide suitable queuing space for non-gender restrooms. The walkway on the West side is quite narrow and would likely require widening to provide a



West side of comfort station



Central plaza with trellis, showing bare dirt planting areas, seasonal holiday lighting on the trellis, and the north concrete seat wall.



Walkway between fencing



West entry seating area

safe/comfortable queuing/entry. Potential physical constraints including topography, drainage, and utilities would have to be considered in any solution. Additionally, the expansion of access/queuing space would have to be carefully considered to avoid creating new loitering space.

The central plaza currently includes a large metal trellis and concrete paving. There are no permanent features in the plaza though the plaza is programmed with various events/activities throughout the year. Planting pits were provided along the South edge of the trellis to support growing vines on the structure, but no planting has survived and the pits are currently bare dirt. Our understanding is that planting has not been maintained and/or vandalized over the years. There is a concrete seat wall at the north end of the plaza which creates a dead-end condition when combined with the adjacent lawn area. This part of the plaza can easily be taken over by undesirable activity and prevent park users from using the space.

We suggest that basic park infrastructure elements be considered initially to create a strong framework for a safe and positively activated space. Elements such as convenient/centralized bike parking and addition of a pet fountain to the existing water fountain could attract more park users to this part of the park. Given the difficulty of establishing plants on the trellis either a protective cage for vines or luminaires could be added to improve ambient lighting and create a new attraction for users. The design team discussed opportunities for creating colorful ‘light vines’ that could create a light canopy across the top of the plaza. LED lighting technology would allow a system where lighting colors/effects can be customized to create unique experiences.

More welcoming additions may support programmed activities to create continuous activation of this part of the park.

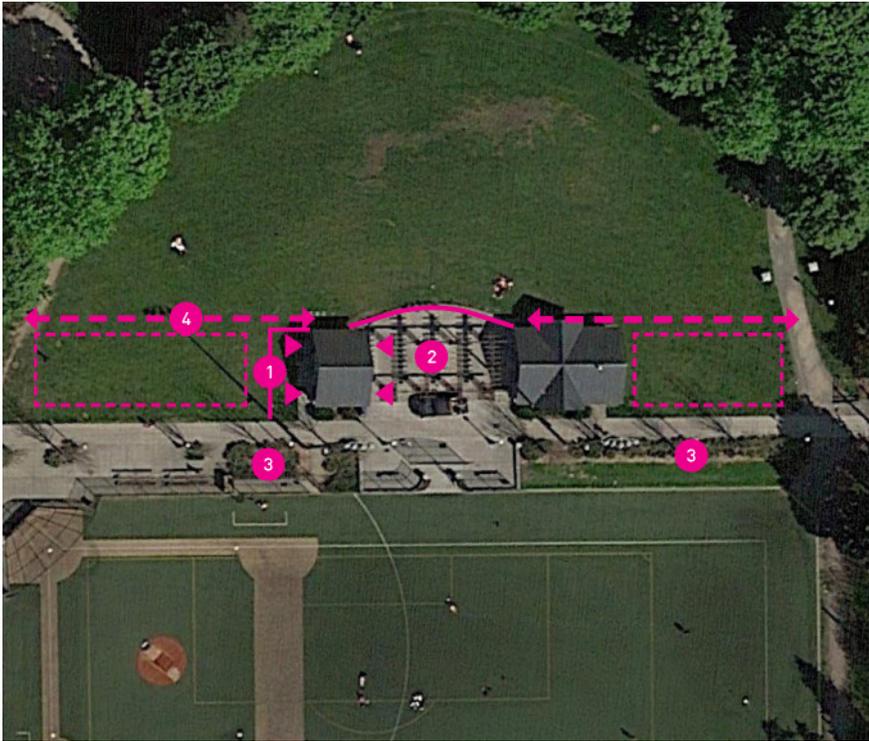
**Reconnecting**

Larger interventions could help further activate the plaza space including new circulation and the potential for bringing active program elements back to this zone.

Given the one-sided nature of the plaza, additional circulation along the north edge could more directly connect park users from the playground, wading pool, and other North features to the comfort station and provide positive activity to that edge. Understanding the intended relationship between the north end of the plaza and the Sun Bowl, we acknowledge that incorporating formal circulation in the area would be difficult.

The design team has also had conversations with Seattle Parks and Recreation regarding opportunities to improve existing program uses in the park through the project, including potential replacement of the existing wading pool with a modern recirculating spray park. Our understanding is that the existing wading pool is underutilized and that a spray experience in a more visible/appropriate location may change the current patterns of negative behavior. Given the historic location of the wading pool where the plaza now exists we see opportunity to consider adding a recirculating spray

## ANALYSIS



park to the sunny location just West of the comfort station with mechanical equipment incorporated into the restroom building. Additional active program could be considered for the space to the East of the community building as appropriate. Generally, these moves could support a family/ children's zone paralleling Olive corridor as originally envisioned by the Olmsted Brothers' design. Obviously, any large-scale programming/layout changes would need to be carefully considered within the overall framework of the park.

### Observations - Comfort Station and Shelter

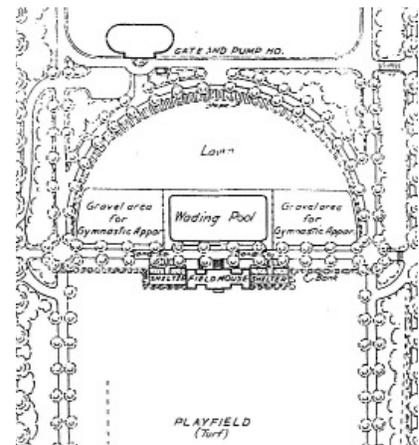
- 1 Provide comfortable / safe access for queuing with new restroom configuration.
- 2 Consider amenities to support and further activate central plaza
  - Central bike parking nearby
  - Water fountain (dogs too)
  - Feature for trellis to be more of an attraction

Consider thinning or removing select vegetation (trees and understory) to open up sightlines along Olive corridor.

- 3

Consider circulation linking north park areas more directly to comfort station / shelter area to provide positive activation to less visible edges

- 4



Partial Olmsted plan

# **Building Analysis**

## BUILDING ANALYSIS

### Review of Comfort Station

The existing comfort station and shelter house were designed in 2002, by Thomas Roth & Associates Inc. PS, and opened to the public in 2003.

The original design was composed of a central structure with flanking open covered areas, located on the south side of the Olive corridor. The two new structures are an inverse of the original, flanking a plaza with a trellis that references the original structure, and located on the north side of the Olive corridor walk.

The new structures utilize materials common to the Olmsted era creating a simple romantic cottage composed of a granite base with half timber and stucco. The building has wood trim and generous overhangs. The 6:12 roof pitch is much lower than the usual pitch of 12:12 found in Olmsted's comfort station located in Volunteer Park.

The comfort station is a very nice building that is well designed for its time and utilizes fixtures and finishes that are of much higher value than are typically found in utilitarian public restroom structures that are subject to high abuse.

The design incorporates numerous CPTED strategies to cope with the expected public use. The buildings are located along the Olive corridor walk, with the plaza and the shelter providing an opportunity to activate the adjacent area and provide natural surveillance.

The primary doors are actually gates located on the east side of the comfort station that open to the plaza. The custom gates are made of decorative cast/wrought iron and are mirrored on the west side of the building. This unique strategy allows for clear sightlines straight through the semi private areas around the sinks inside of the women's and men's room that provide added surveillance to discourage negative or illegal behavior. Additionally, the openings on either side provide cross ventilation as there is no mechanical ventilation or heat for the structure.

To help activate the plaza, storage doors centered on the east facade are intended to house a coffee cart, as well as provide access to the plumbing chase.

Once inside, the light levels are designed to increase when one enters the building at night to indicate the use of the building. During the day there are windows with diffused translucent privacy glass and anti-graffiti coatings that allow for natural daylight without being able to see in or out.

The fixtures and finishes are upgraded from SPR standard, with porcelain sinks and urinals to reflect historic fixtures. The water closets are stainless steel wall hung flush valve toilets with white plastic seats.

The walls are tiled with 12x12 square tiles from the floor to seven feet above where the walls and ceilings are painted. Within the tile pattern are various art tiles with black and white historic photos that depict scenes from the



View of east facade of shelter structure looking down the Olive corridor.



Southwest view of shelter structure from the plaza along the Olive corridor.



View of the east side of the comfort station from the Olive corridor.



View of the west facade of the comfort station.



Photo at night of activities inside of women's restroom.



Cut down toilet partition door to decrease privacy and increase surveillance.



Sink in Men's room.

park, including baseball and roller hockey in the tennis courts. There is also an art tile postcard located on the west exterior of the building (facing the wading pool), above an exterior concrete sink, intended to reflect historic character.

The light fixtures are SPR standard fluorescent fixtures with polycarbonate enclosures. The toilet partitions are standard solid plastic overhead braced system. The floor is concrete and each restroom also features custom built changing tables that are very sturdy.

### Observations

The comfort station and shelter house are a community asset and well designed and appropriate for their time providing better than standard toilet facilities in a minimum amount of space.

Since their construction the neighborhood has changed dramatically and the population and density increased. There are fewer families and more businesses that cater to night life than regular business hours. Along with the changes in demographics, have come increased crimes, (robberies, assaults, and thefts) making the park seem less safe, even though more reported incidents occur outside of the park.

As a result, the interior of the comfort station has taken more than its fair share of abuse. Despite the sightlines straight through the semi-private space, there is enough space out of view that allows for significant undesirable activity taking place. Furthermore, the shelter house is programmed less than once per week, and even then for only part of the day, and not providing the anticipated activation and natural surveillance.

Inside the restrooms, there are missing accessories, vandalism, and graffiti throughout the spaces. Despite the heavy abuse, there is little actual damage to the components, and the porcelain fixtures remain intact. The toilet partitions have been cut down to reduce privacy and increase surveillance. The gates to the west remain locked at all times. There are DOJ minor citations for ADA compliance inside the restroom, though clearly effort was made and the intent of the design was to comply with ADA.

All gender restrooms require safety, privacy, and inclusivity. Privacy is at direct odds with the current attempts to increase safety, which is the paramount concern. The separated women's and men's multi-stall restrooms are the physical representation of the gendered binary that excludes the trans and gender non-conforming community. Modifying the existing restrooms to be more inclusive will not likely succeed or provide a satisfying result. Adding a third restroom labeled all gender would further identify and segregate those who already feel stress.

The following designs look at alternative ways to improve the safety, privacy, and inclusivity of the restrooms at Cal Anderson Park, while maintaining their historic intent and context.



# **Concept Plans**

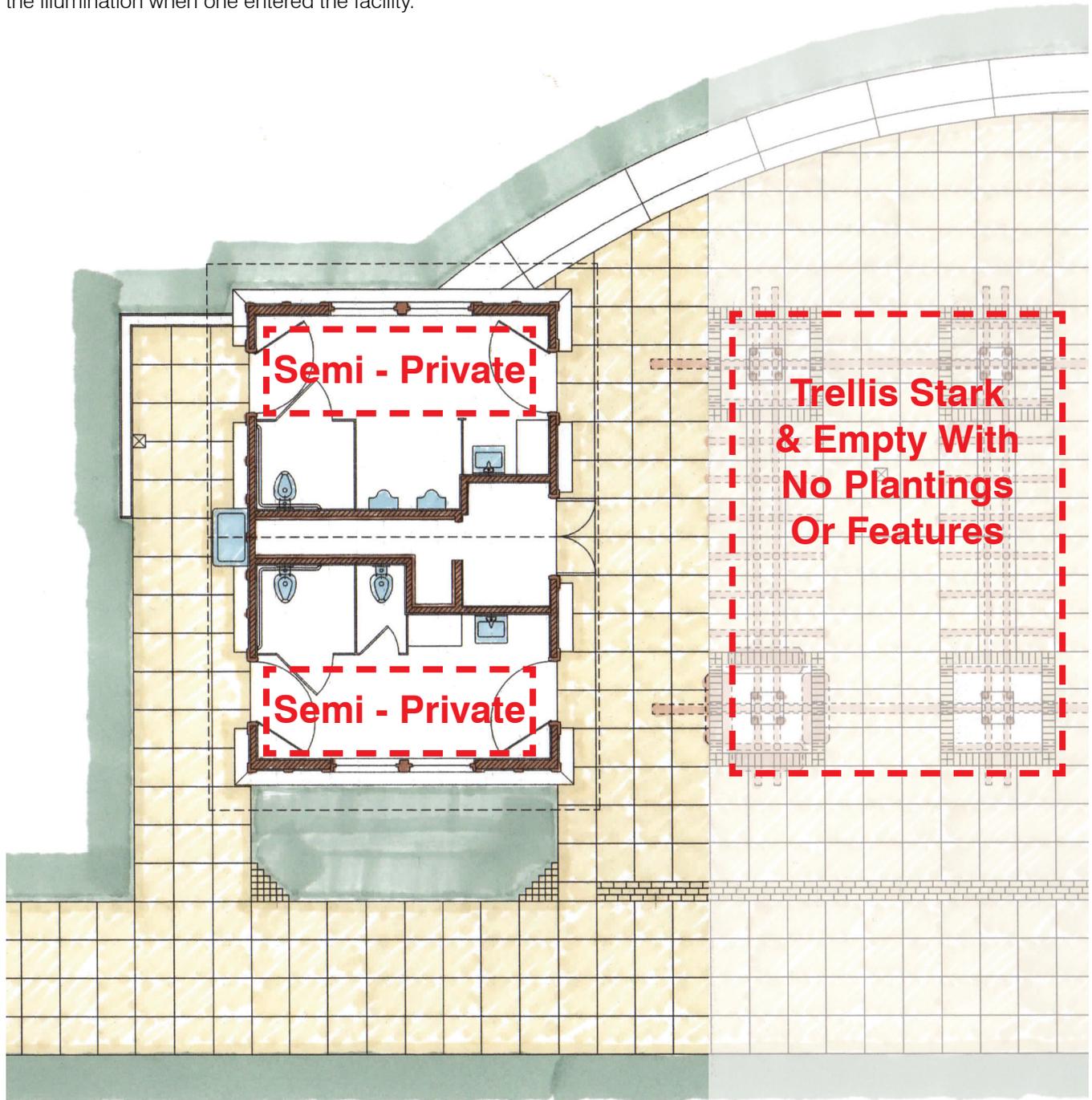
## CONCEPT PLANS

### Existing Facility

The current facility was completed in 2003 as the first phase of redevelopment of the park and lidding over of the reservoir. The design took into account CPTED concepts including a planned active space and community center, plaza with trellis, clear sightlines through most of the semi-private areas of the restroom with gates on both sides, exterior lighting of the pathways and plaza, and interior lighting with sensors that increased the illumination when one entered the facility.

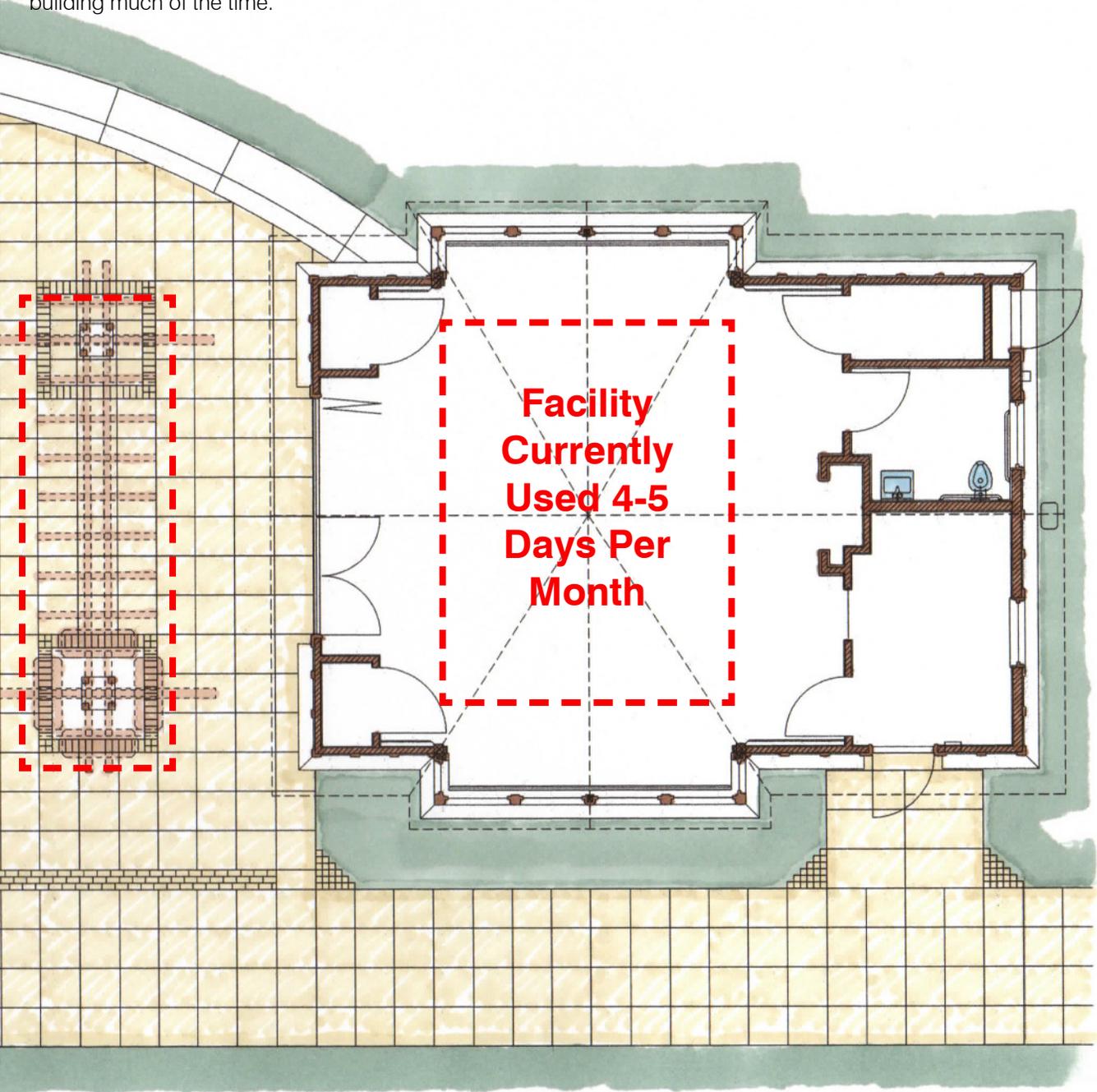
Features:

- Five fixtures and two sinks
- Lines of sight through the multi-stall restroom, except at sinks
- East entrances used, west gates are locked.



Observations:

- Nothing growing on trellis.
- Plaza typically only active when programmed events and activities occur.
- Shelter house inactive, utilized 4-5 days per month, vacant building much of the time.



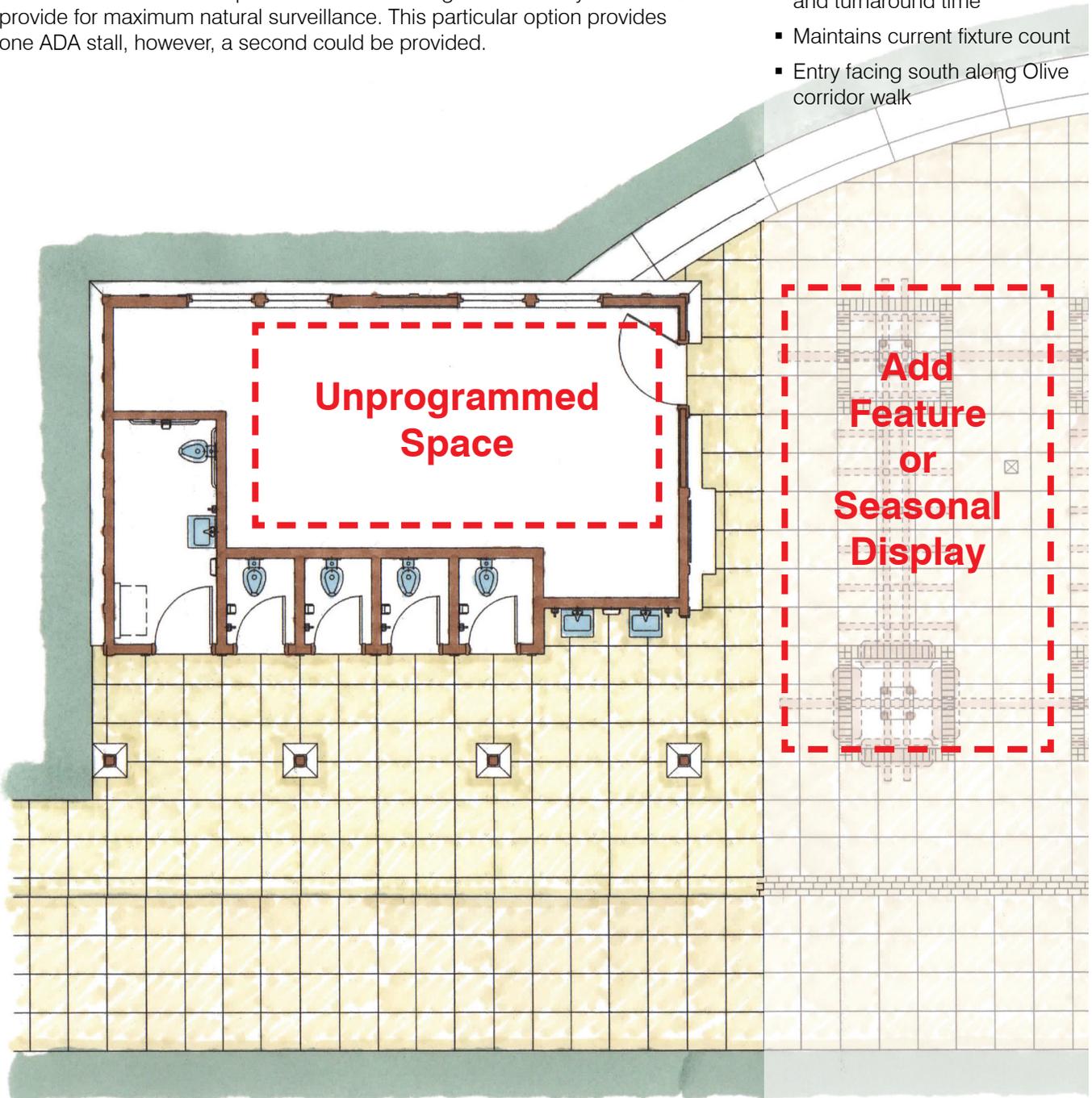
## CONCEPT PLANS

### Option A

This design was based on the PHLUSH toolkit guidelines and the La Jolla Shores Kellogg Park South Comfort Station. Each of the toilet stalls is a direct entry from the public space, with full height locking doors, louvered at the top and bottom for ventilation and the ability to see the number feet inside the stall by a foot or bicycle patrol. The stalls are of a minimum size to deter loitering, and the sinks are located outside to speed up use and turnaround times. Each of the stalls opens to the south along the Olive Way walk to provide for maximum natural surveillance. This particular option provides one ADA stall, however, a second could be provided.

### Features

- Five all gender direct entry stalls and two sinks under cover
- More ADA stalls could be added
- Sinks outside speed up use and turnaround time
- Maintains current fixture count
- Entry facing south along Olive corridor walk

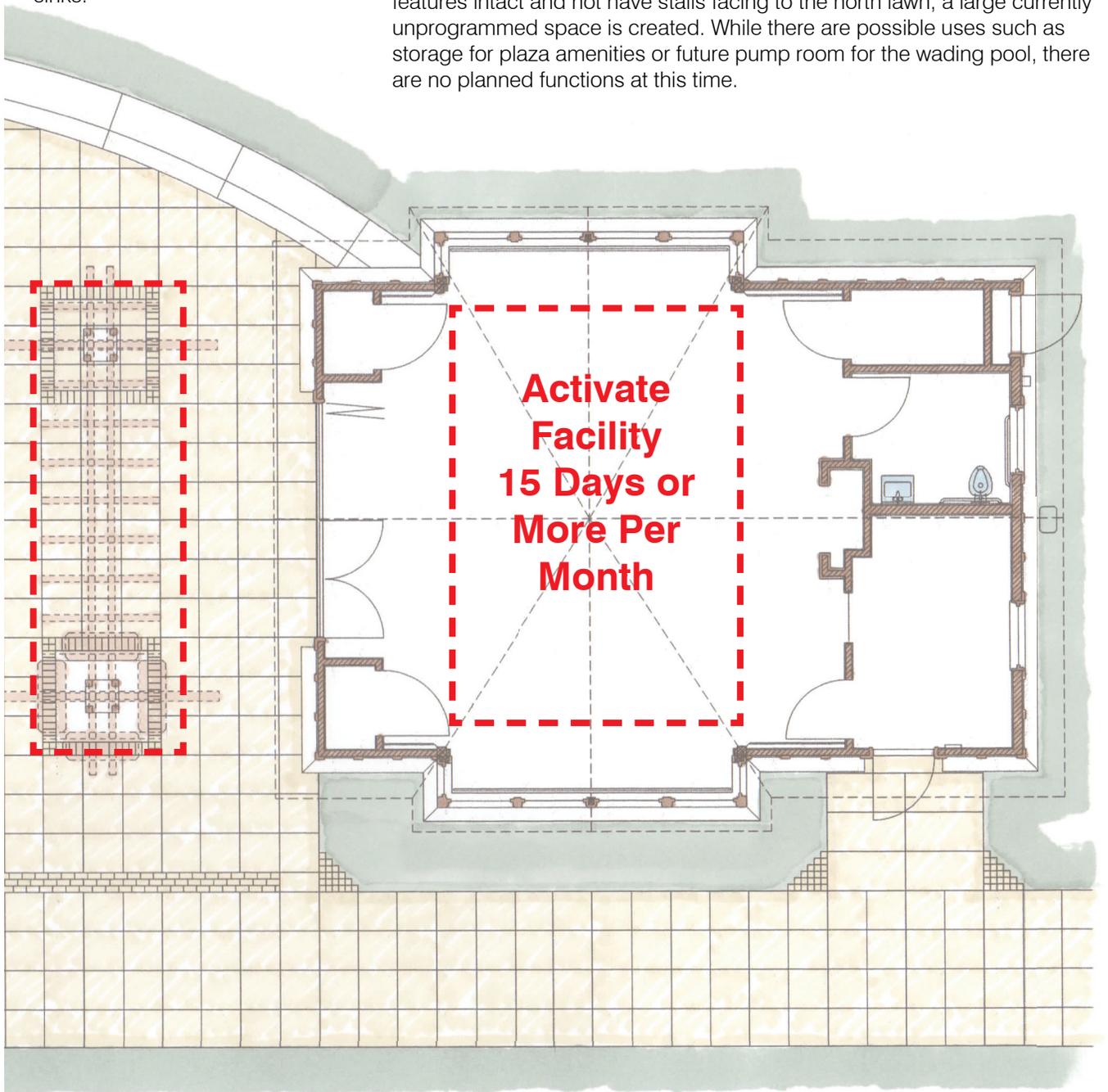


**Breakdown**

- Expansion of facility size and creation of extra space
- Changes to historic park feature
- Highest cost estimated
- Mixed reviews about external sinks.

**Option A**

This design provides all gender direct entry stalls that meet the desired goals of safety, privacy, and inclusivity. Added benefits include the ability to clean or repair a stall without shutting down all of the men's or women's room. The design of the existing comfort station will be continued, adding to the west, expanding the roof, and keeping the same rhythm of the half timber and stucco design. The roof will provide protection from the weather for those waiting for a stall and using the sinks. To keep the historic park features intact and not have stalls facing to the north lawn, a large currently unprogrammed space is created. While there are possible uses such as storage for plaza amenities or future pump room for the wading pool, there are no planned functions at this time.



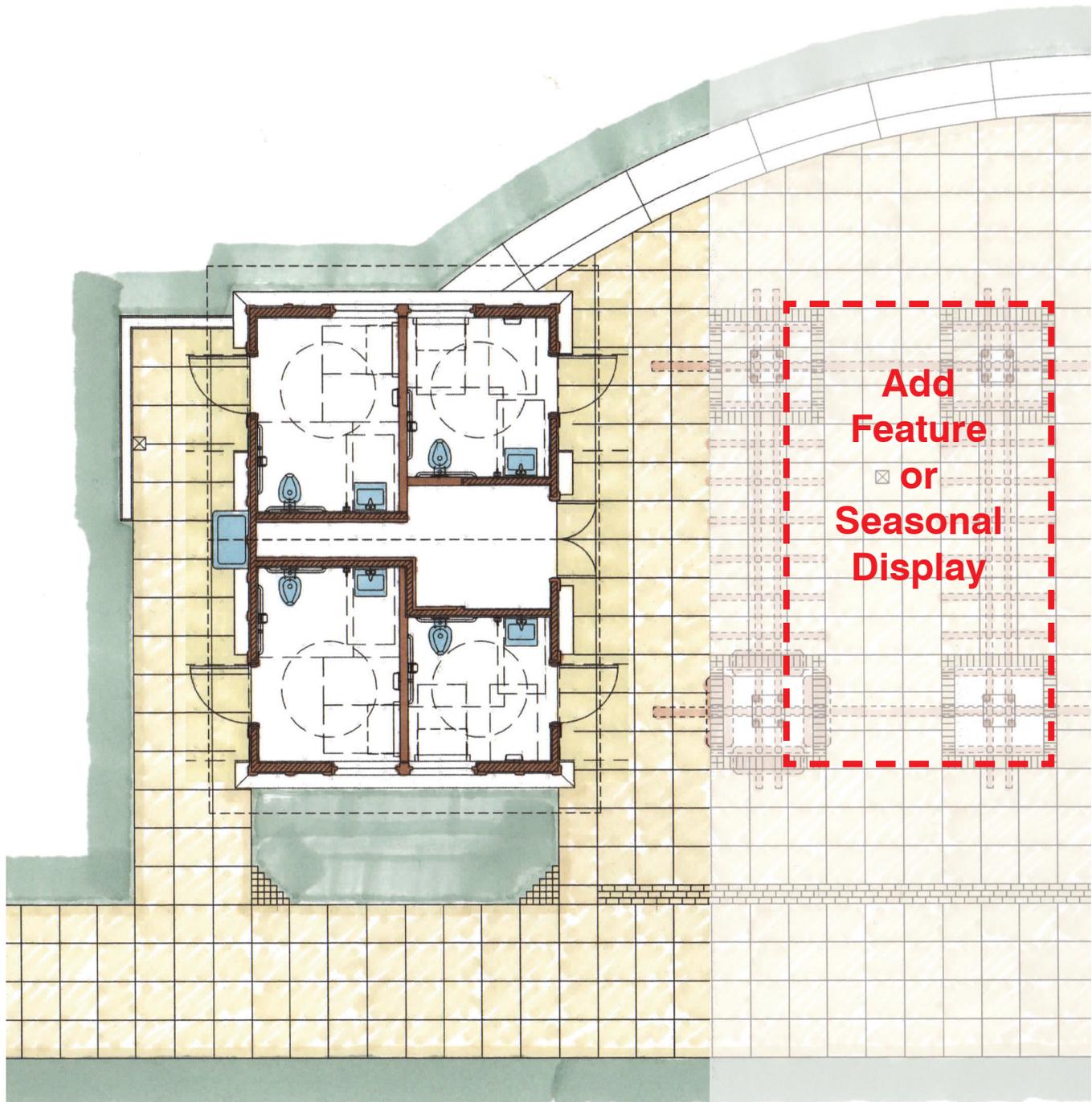
## CONCEPT PLANS

### Option B

This design utilizes the existing four entry points where custom design metal gates are located and the existing plumbing chase with minimal modifications. New solid partitions are added that bisect each of the existing restrooms creating four single occupant stalls. Each new stall is all gender, direct entry, and ADA accessible. Minimal changes are required for the building exterior.

### Features

- Four all gender direct entry stalls with four sinks, each ADA
- Maintains existing building footprint
- Minimal changes to exterior

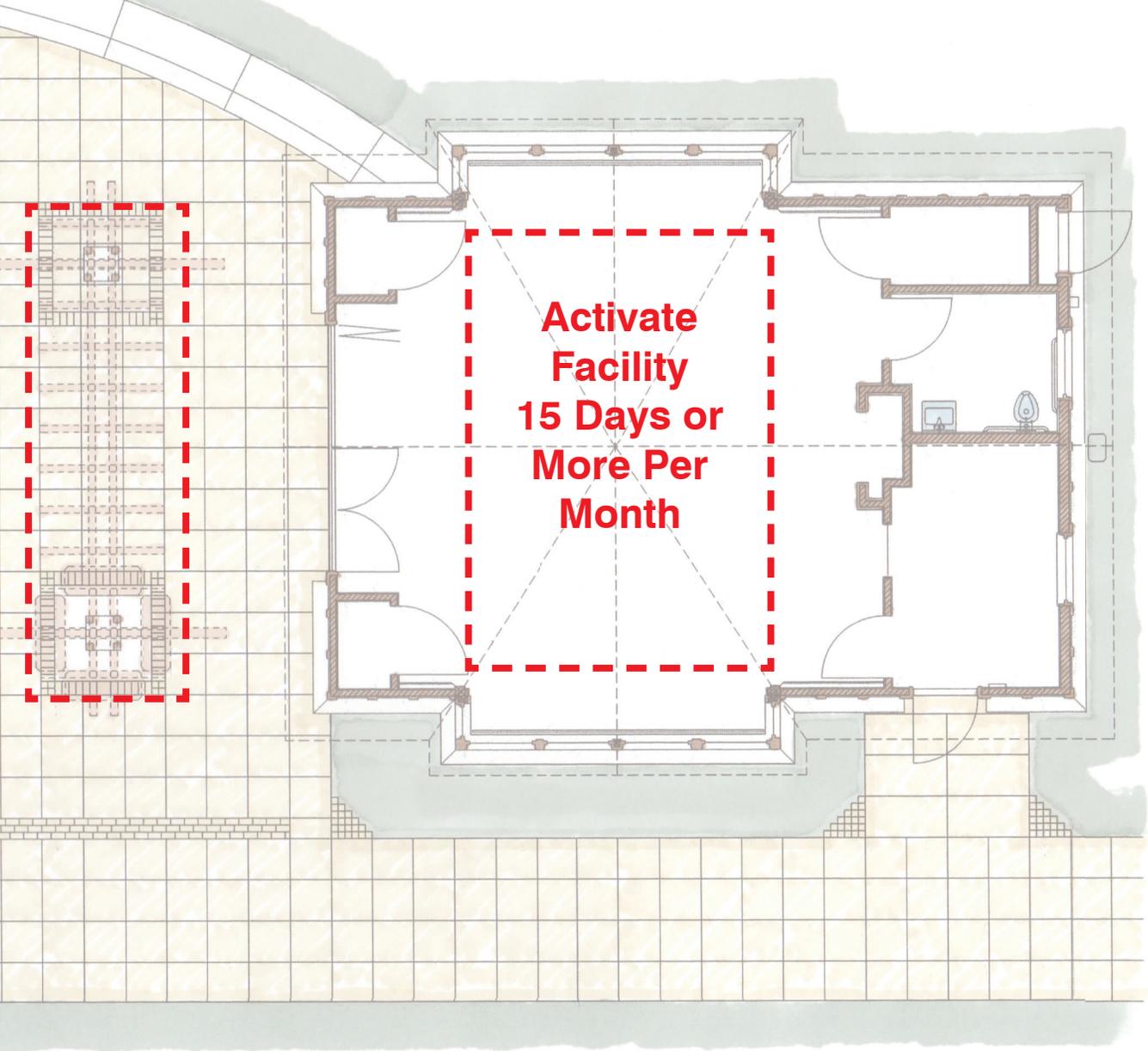


**Breakdown**

- Lowest estimated Cost
- Each restroom is ADA compliant and sufficient for changing
- Larger spaces are more likely to experience loitering
- Greater need for site management and further implementation of CPTED

This is the most cost effective scheme with least impact on the park and the existing comfort station. The National LGBTQ Task Force representative consulted, liked this scheme for providing ADA accessibility for each stall.

The single occupant stalls are rather large, and could be made smaller by modifying the plumbing chase. For this scheme to be effective, SPR will need to invest in strategies that may include adding an attendant, or activating the space with continuous use of the shelter building.



## CONCEPT PLANS

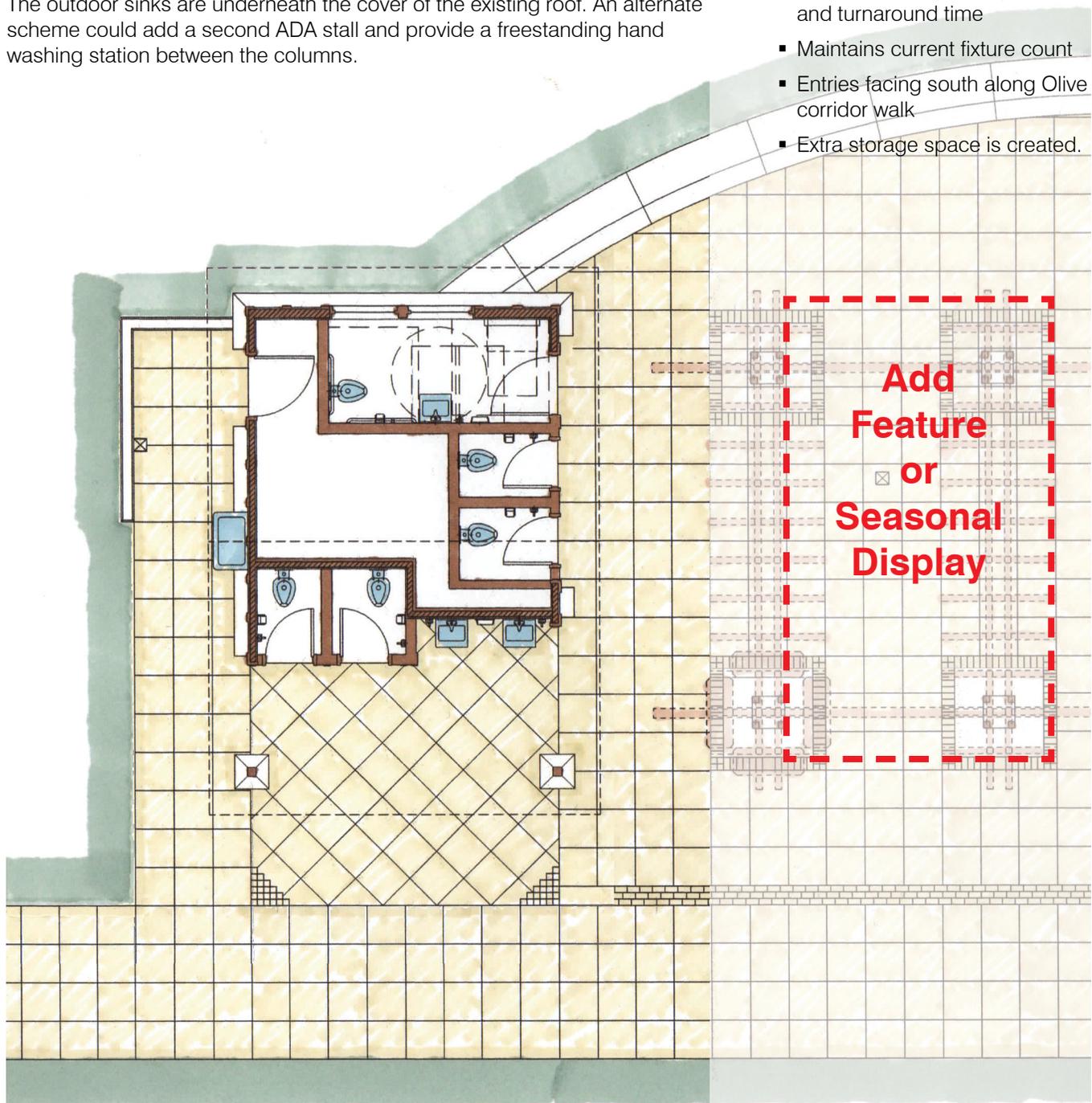
### Option C

This scheme utilizes the existing plumbing chase and provides all gender direct entry stalls that face south along the Olive corridor and east facing the plaza. Only one ADA stall is provided and the preference is to provide a minimum of two so that one stays open during periods of cleaning or maintenance.

The outdoor sinks are underneath the cover of the existing roof. An alternate scheme could add a second ADA stall and provide a freestanding hand washing station between the columns.

### Features

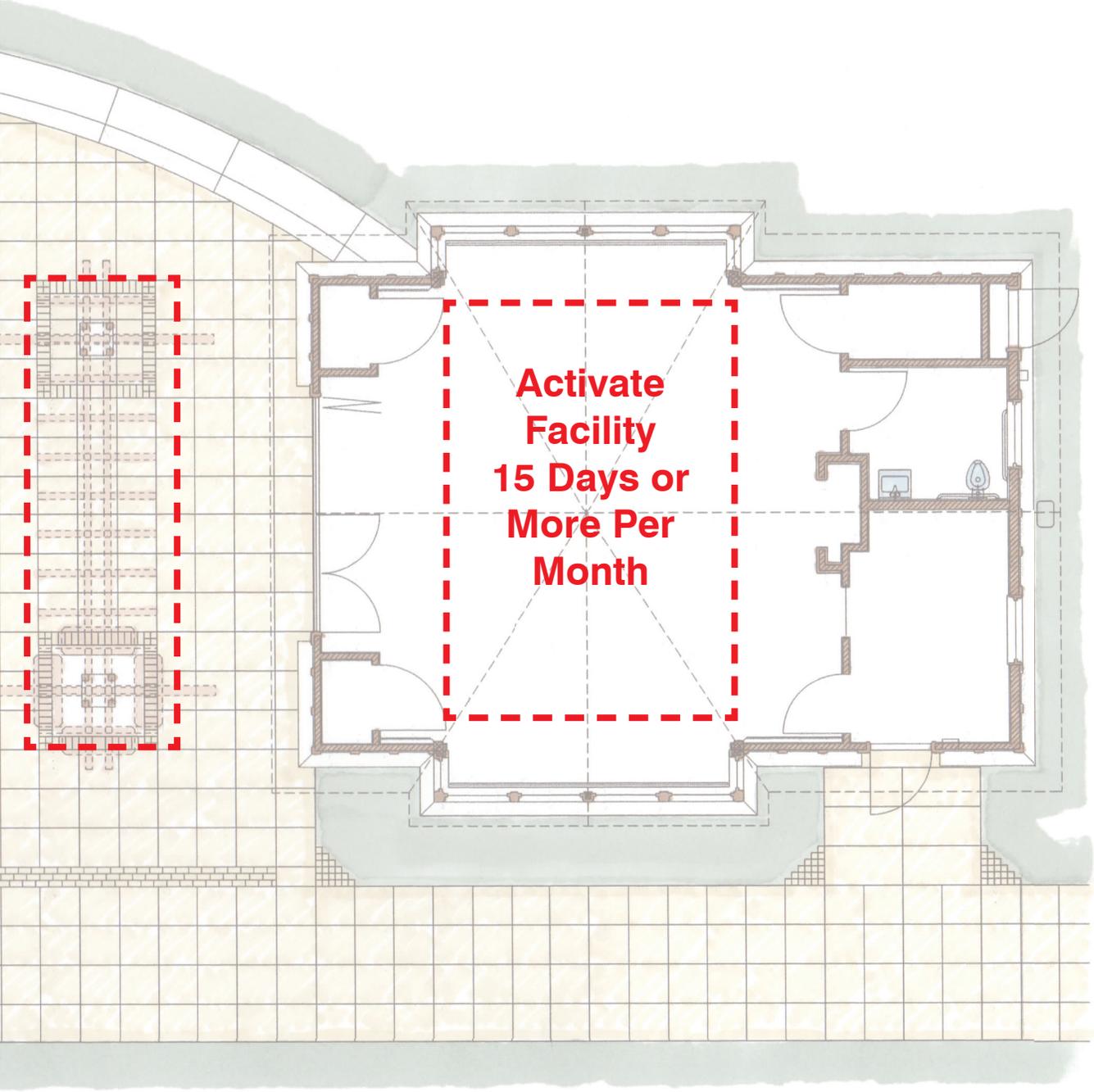
- Five all gender direct entry stalls with two sinks.
- Additional ADA stall could be added
- Sinks outside speed up use and turnaround time
- Maintains current fixture count
- Entries facing south along Olive corridor walk
- Extra storage space is created.



**Breakdown**

- Changes to the existing comfort station
- Moderately higher estimated costs than most schemes
- Mixed reviews about external sinks.

Each of the proposed options will benefit from a permanently funded, ongoing cleaning and maintenance program. Continued monitoring and evaluation of the comfort station and plaza is also recommended for security and activation needs.



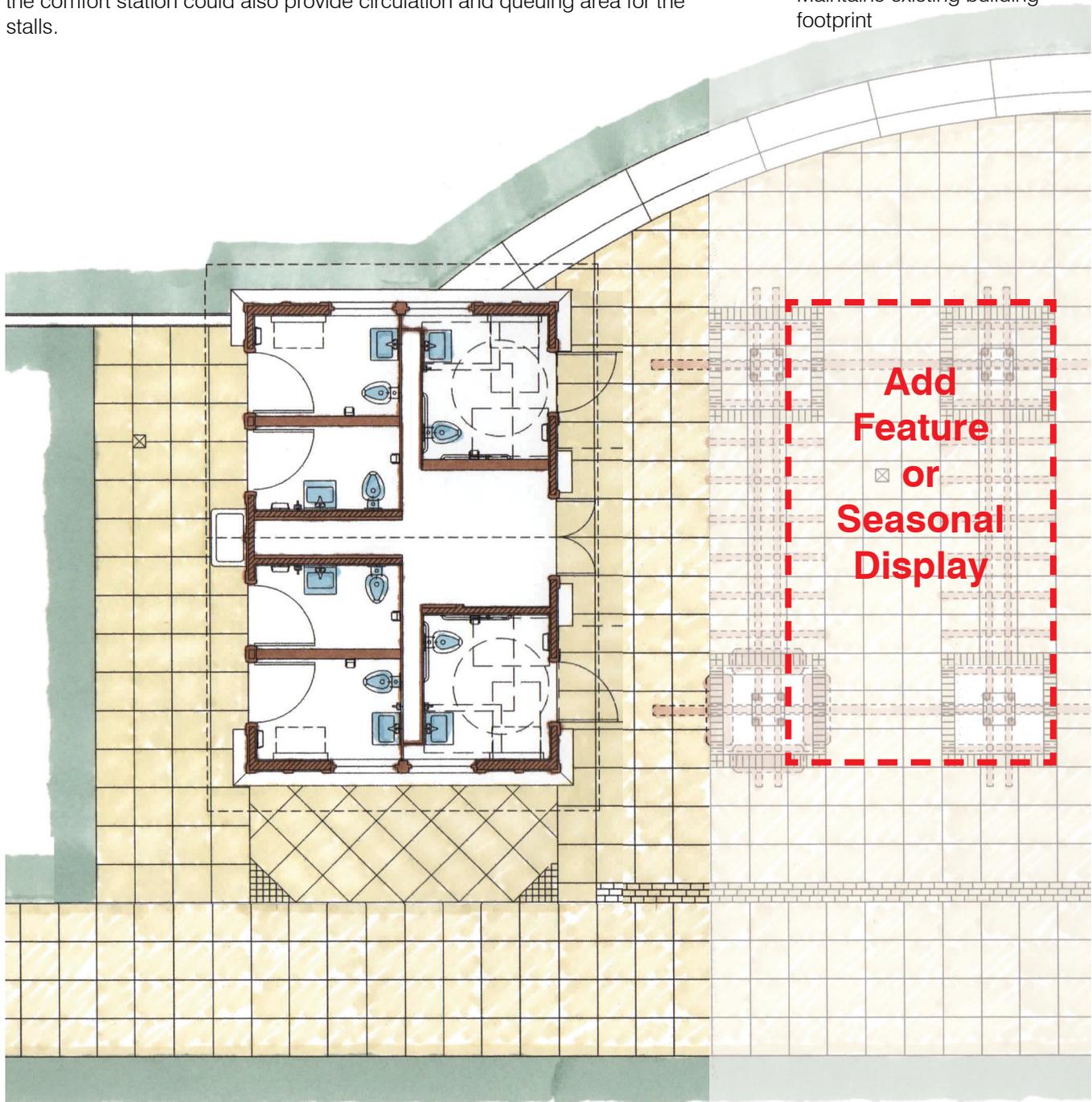
## CONCEPT PLANS

### Option D

This design bisects each of the existing restrooms with new plumbing chases and adds new doorways on the west side of the comfort station. This approach could create six all gender, direct entry single occupant stalls, two of which could have ADA accessibility. With four stalls accessed from the west side, the pathway would benefit from being widened to allow for movement and queuing. Paving of the planting area directly to the south of the comfort station could also provide circulation and queuing area for the stalls.

### Features

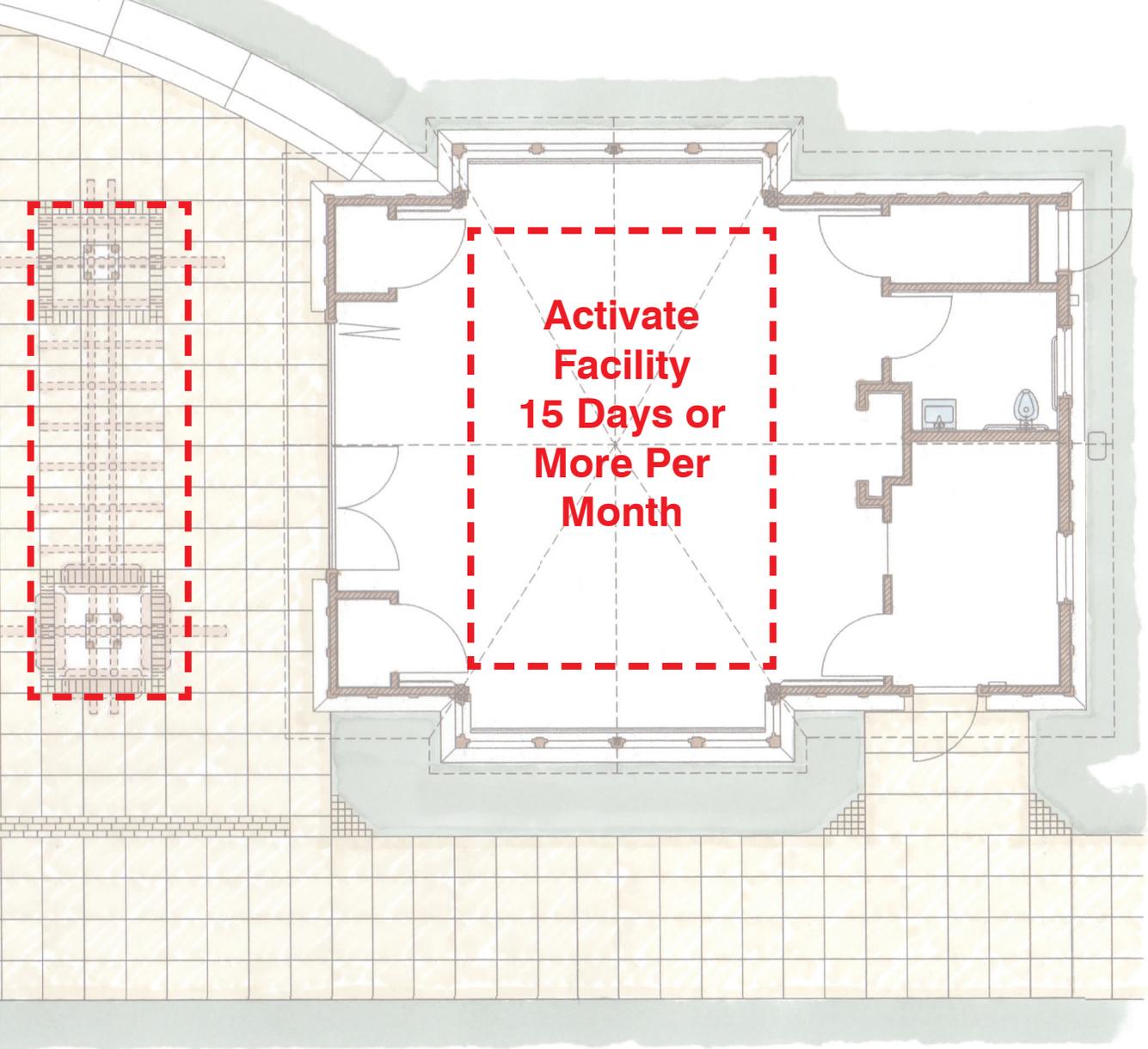
- Six all gender direct entry stalls with six sinks
- Two ADA stalls
- Expands current fixture count
- Maintains existing building footprint



**Breakdown**

- Minimal changes to historic park features
- Minimal changes to the building exterior
- Moderately lower estimated costs than other schemes
- Two ADA stalls
- Greater need for Site development - CPTED

This is a cost effective scheme with minimal impact on the park and the existing comfort station. The PHLUSH representative consulted liked this scheme for providing more stalls, and the west facing access that is visible from the wading pool. Given the opening of the light rail transit station, that provides no public restrooms, schemes that increase the number of stalls may be value to the community.



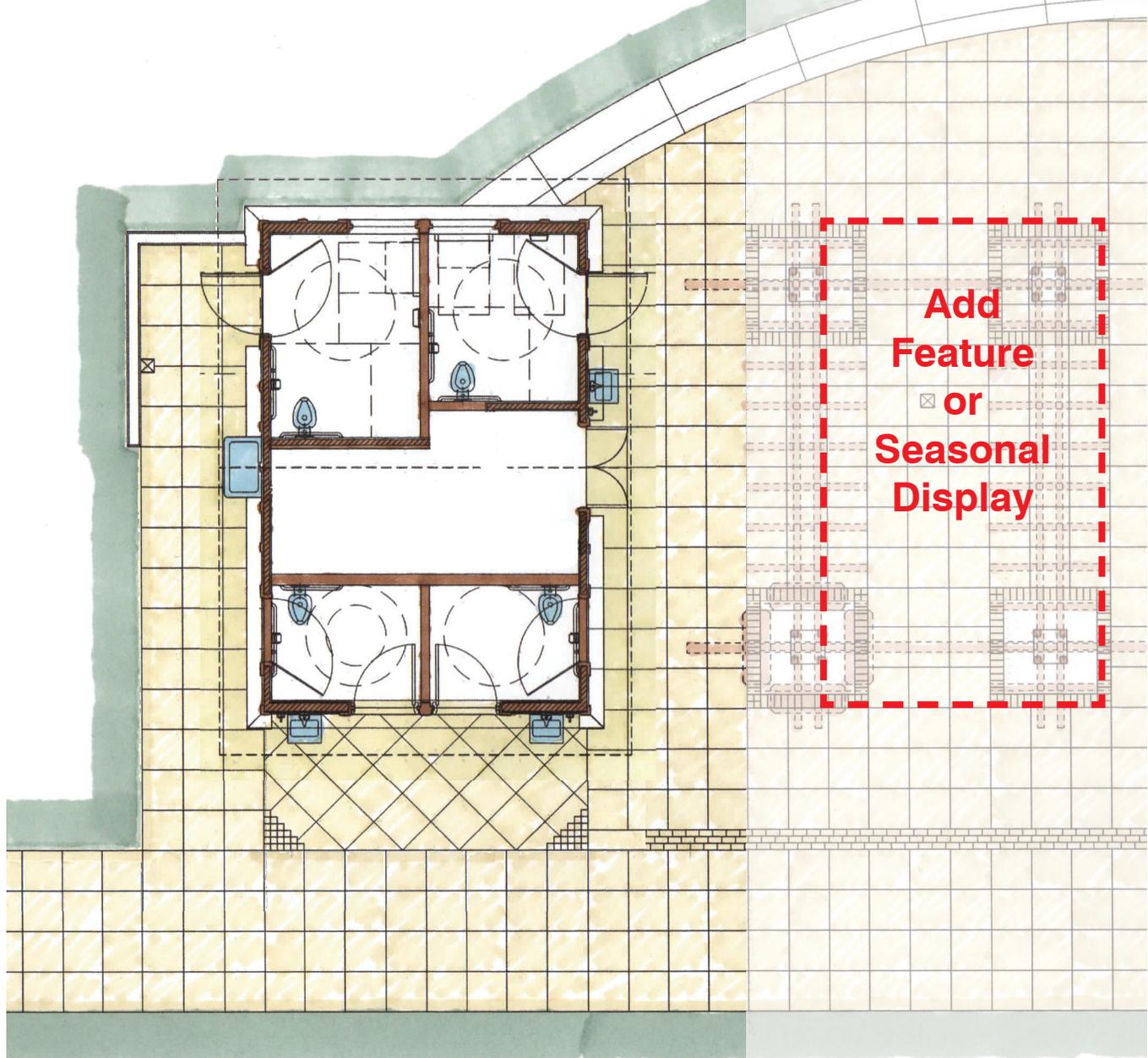
## CONCEPT PLANS

### Option E

This scheme follows the same concept as scheme B, except that the sinks are located outside to discourage loitering and the stalls to the west convert the existing window to doors, and the existing gates to translucent windows similar to the existing.

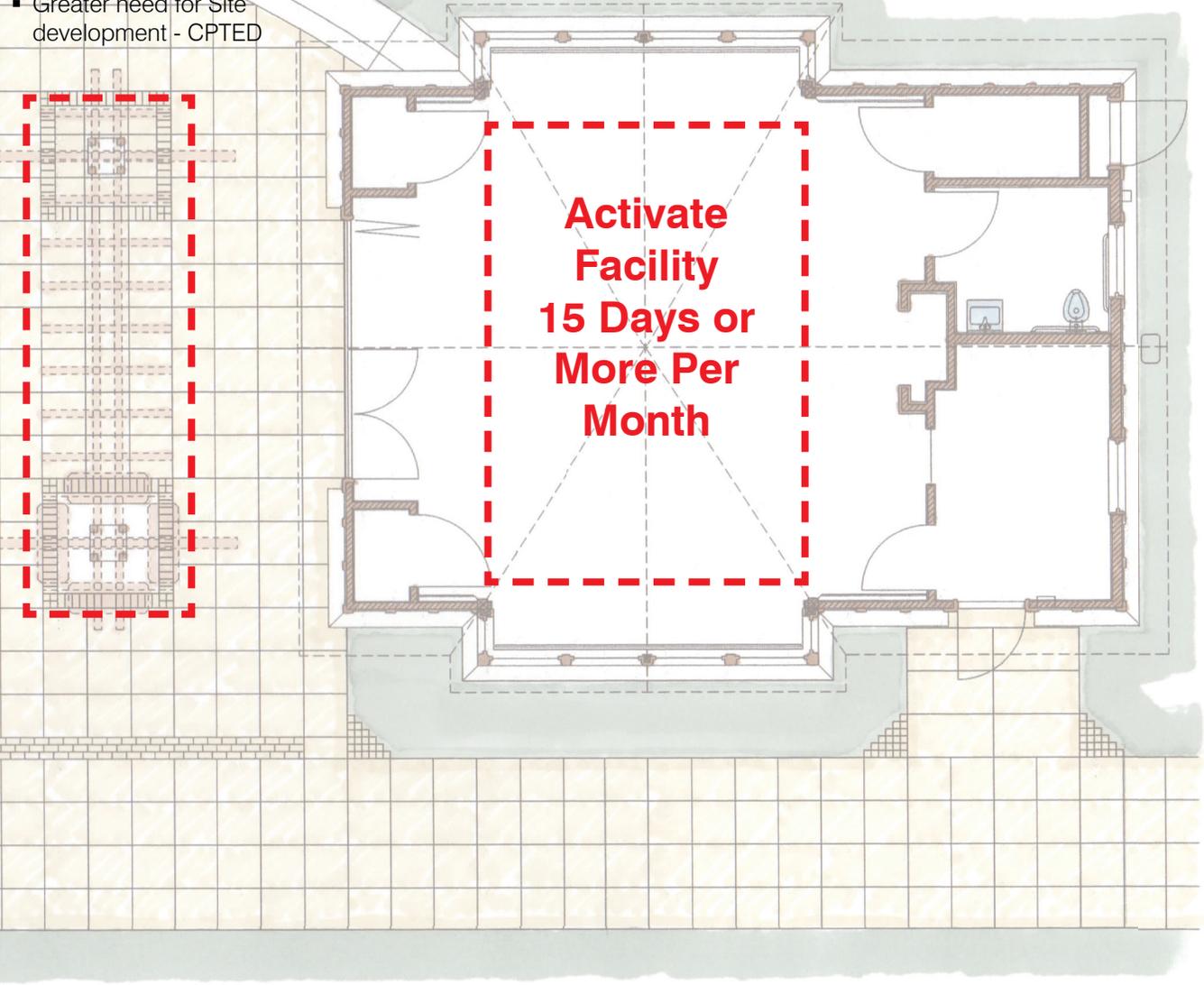
### Features

- Four all gender direct entry stalls with four sinks
- Four ADA stalls
- Sinks outside speed up use and turnaround time
- Stalls facing to the south with access from Olive corridor walk
- Extra storage space created



**Breakdown**

- Minimal changes to historic park features
- No change to building footprint
- Moderately lower estimated costs than other schemes
- Mixed reviews about external sinks.
- Each restroom is ADA compliant and sufficient for changing
- Larger spaces are more likely to experience loitering
- Greater need for Site development - CPTED





# **Schematic Plan**

- **Revised Concept Plan After Draft Review**
- **Schematic Plan**
- **Signage Recommendations**
- **Full Size Plans Under Separate Cover**

## SCHEMATIC PLANS

### Recommendation

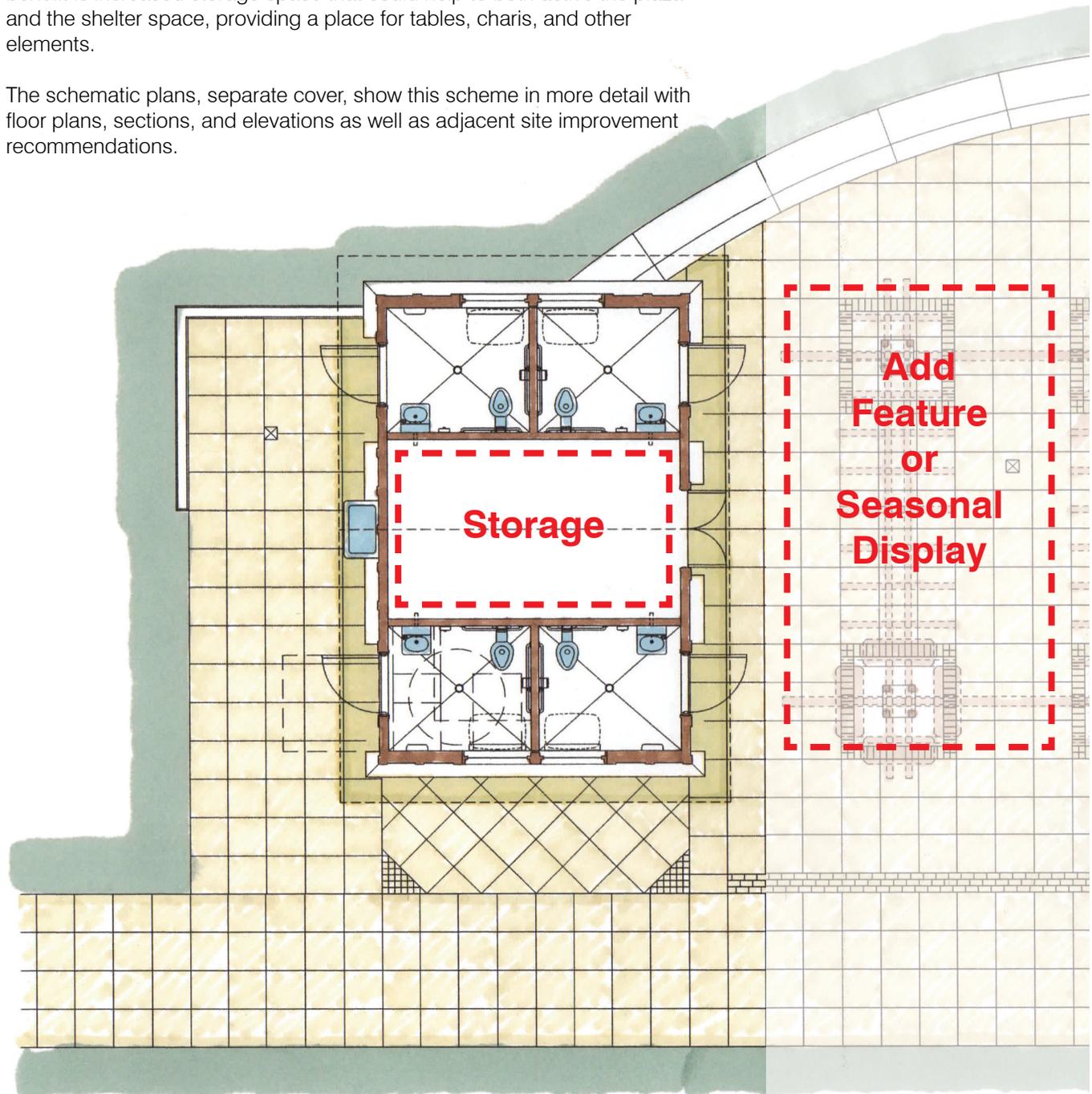
This design is based on Scheme B. after review by SPR, the Seattle Police, and CPTED experts, the design was modified to minimize the size of the stalls to meet but not exceed the space required for accessible stalls.

The scheme still benefits from minimal changes to the exterior of the building, however the interior is completely changed. A possible added benefit is increased storage space that could help to both active the plaza and the shelter space, providing a place for tables, chairs, and other elements.

The schematic plans, separate cover, show this scheme in more detail with floor plans, sections, and elevations as well as adjacent site improvement recommendations.

### Features

- Four all gender direct entry stalls with four sinks, each ADA
- Maintains existing building footprint
- Minimal changes to exterior



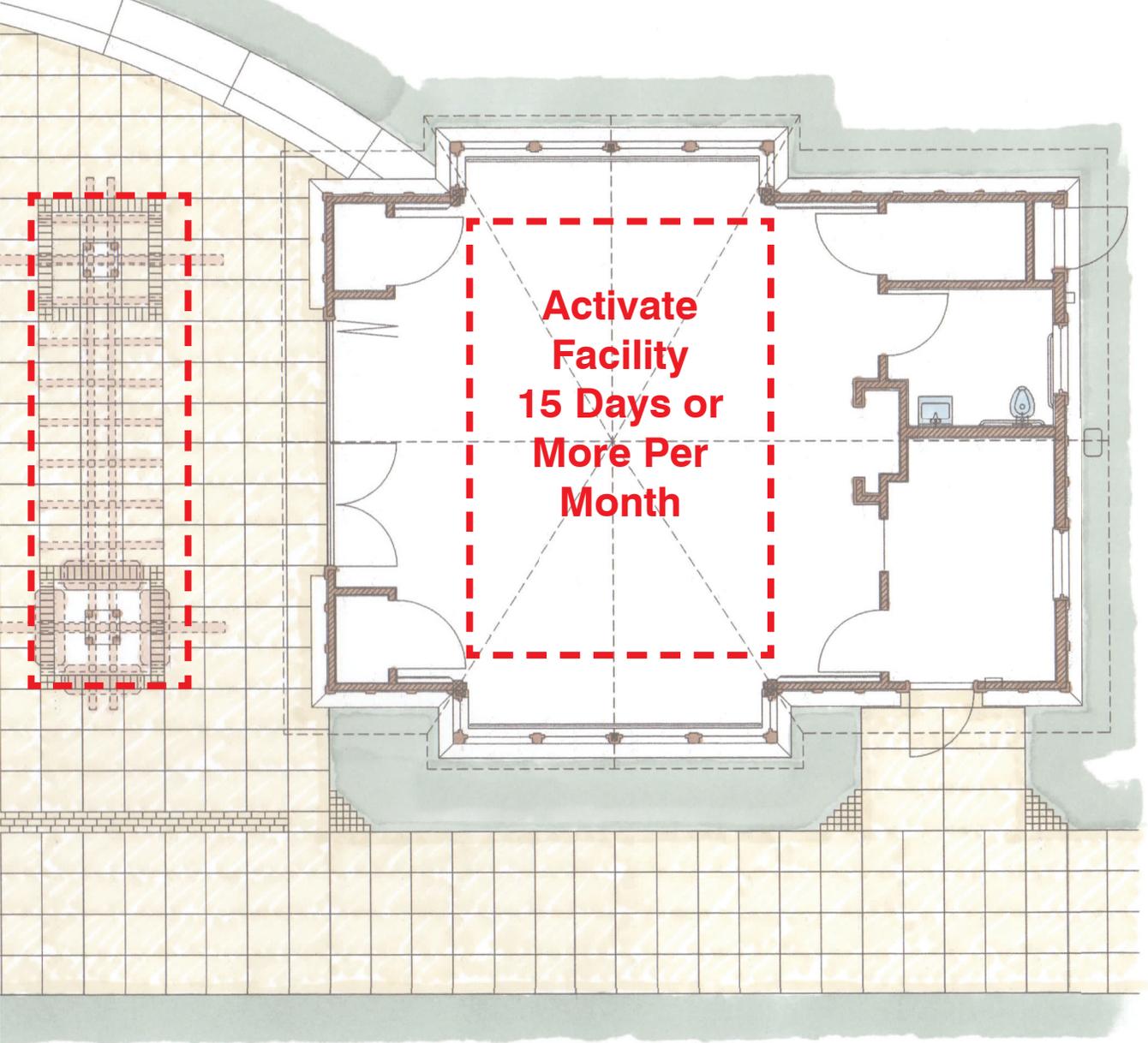
**Breakdown**

- Lowest estimated Cost
- Each restroom is ADA compliant and sufficient for changing
- Larger spaces are more likely to experience loitering
- Greater need for site management and further implementation of CPTED

**Recommendation**

This is the most cost effective scheme with least impact on the park and the existing comfort station. The National LGBTQ Task Force representative consulted, liked this scheme for providing ADA accessibility for each stall.

The single occupant stalls have been reduced in size and the plumbing chase modified. For this scheme to be effective, SPR will need to invest in strategies that may include adding an attendant, or activating the space with greater use of the shelter building.



### Regulations

The ICC / ANSI 117.1, 2010 ADA, ADAAG and the Washington State ADA Checklist all refer to the International Symbol of Accessibility. The figure is the same in each and states that graphic signage shall comply with the figure shown.

There is no issue of interpretation of regulations with an exact replica of the figure shown in 703.7.2.1.

While we like the active icon symbol shown in Figure 4 on the following page and recommend its use in the future, we recommend using the accepted figure shown in figure 703.7.2.1 until the active icon has passed the state legislature, hopefully later this year. At the time of this report, the issue was tabled for the current session. The active icon is an ongoing work of design activism and is proposed for formal ISO 7001-Dot Pictogram adoption. New York State and Phoenix Arizona have adopted the new ADA active icon determining that slight variations on the historical International Symbol of Accessibility are generally permissible as long as the symbol clearly displays a wheelchair and signifies accessibility.

The new accessibility icon has five important graphic elements:

Head is forwards to indicate forward motion of the person through space. Here the person is the “driver” or decision maker about their mobility.

Arm is pointing backward to suggest the dynamic mobility of a chair user, regardless of whether or not they use their arms. Depicting the body in motion represents the symbolically active status of navigating the world.

By including white angled knockouts the symbol presents the wheel as being in motion. These knockouts also work for creating stencils used in spray paint application of the icon.

The human depiction in this icon is consistent with other body representations found in the ISO 7001 – DOT Pictograms.

The leg has been moved forward to allow for more space between it and the wheel, which allows for better readability and cleaner application of icon as a stencil.

### 703.7.2 Symbols.

**703.7.2.1 International Symbol of Accessibility.** The International Symbol of *Accessibility* shall comply with Figure 703.7.2.1.



**Figure 703.7.2.1**  
**International Symbol of Accessibility**

Graphics

Seattle City Hall Unisex Restroom Signage Update provides a sample template that should be followed for the layout and placement of graphics and text. Below we make our recommendations based on our discovery process. The changes are minor and fit within the template.

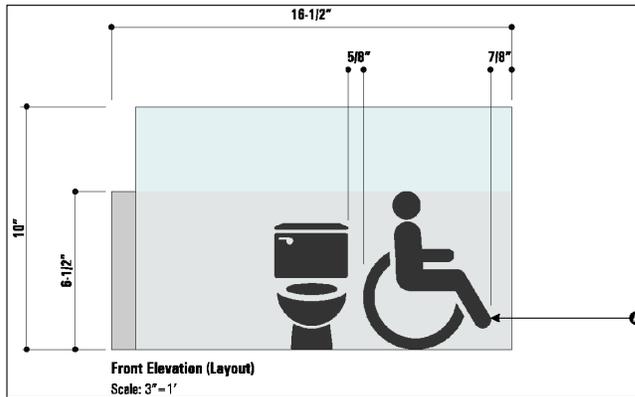


Figure 1.

The image in Figure 2 shows the installed version of the sign at City Hall.



Figure 2.

Figure 3 is our recommended design.

- Clearly states what the space has inside, both graphically and in the text.
- Second, a warm statement reinforcing that no one is excluded.
- The colors shall be white graphics and text on blue background, per the code requirements.

We prefer the active icon for the ADA symbol, and recommend using that as shown in Figure 4, once it has passed legislation.



Figure 3.

Text matches graphic stating what is in space

Celebrates and acknowledges historic passing of all gender ordinance



Figure 4.



# Appendix

## REFERENCES

### Local Representatives Contacted

- Loren Othon, Mayor's Office of Civil Rights, Seattle, WA
- Gunner Scott, Director of Programs, Pride Foundation, Seattle, WA
- Danni Askini, Gender Justice League, Seattle, WA
- Marsha Botzer, Ingersoll Gender Center, Seattle, WA
- Randy Wiger, Seattle Parks & Recreation, Parks Commons Program Coordinator, Seattle, WA
- Andy Mitton, Friends of Seattle Olmsted Parks, Seattle, WA
- Officer Casey Sundin, Seattle Police Department, East Precinct Community Police Team

### Cities & Jurisdictions Contacted

- Elliot Imse, Office of Human Rights, Director of Policy and Communications, Washington DC
- José G. Roig, Acting Division Manager/Deputy Building Official, Planning and Development Review, City of Austin, TX
- Emily Sumner, Agency for Human Rights & Community Partnerships - Liaison for the GLBT Commission, Denver, CO
- Eric Sumberg, Deputy Communications Director and Press Secretary, New York City, NY
- Helen L. Fitzpatrick (Nellie), Director of LGBT Affairs; Office of Mayor Michael A. Nutter, Philadelphia, PA
- Helen Collins; Senior Administrative Analyst, City of West Hollywood, CA
- Denise Simmons, City Council, Cambridge, MA
- Paul Czene, Recreation Coordinator, Access and Volunteer Services, Vancouver BC, Board of Parks and Recreation
- Peter Fox, Supervisor citywide Sports and Wellness, Vancouver BC, Board of Parks and Recreation

### Education Institutions Contacted

- Abigail Francis, Director of LGBT Services, Massachusetts Institute of Technology, Cambridge, MA
- Deborah Wylie, VP Capital Projects, Office of the President, University of California, Oakland, CA

- Genny Beemyn, Director of Stonewall Center, University of Massachusetts Amherst, Amherst, MA
- Caitlin Esworthy and Michel deBarge, Queer Straight Alliance, Seattle Central Community College, Seattle, WA
- Craig Leets, Coordinator of Queer Student Services and the Queer Resource Center, Portland State University, Portland, OR

### Non-Government Organizations Contacted

- Carol McCreary, PHLUSH (Public Hygiene Lets Us Stay Human), Portland, OR
- Noah Lewis, Esq Policy Counsel, National LGBTQ Task Force, Washington DC
- Victoria Rodriguez, Trans/Gender Non-Confirming Justice Project Director, National LGBTQ Task Force, Washington DC

### Publications Reviewed

- Mayor Murray's Action Plan, LGBTQ Task Force, July 30, 2015
- Mayor Ed Murray's LGBTQ Task Force Report, Recommendations to the Mayor, July 7, 2015
- Seattle Municipal Code; Chapter 14.07 - All-Gender Single-Occupant Restrooms Requirements, August 14, 2015
- OSHA: Best Practices; A Guide to Restroom Access for Transgender Workers, <https://www.osha.gov/Publications/OSHA3795.pdf>
- Going Public! Strategies for Meeting Public Restroom Need in Portland's Central City, Relief Works' report (2006) prepared for the Office of Mayor Tom Potter.
- PEEING IN PEACE, A Resource Guide For Transgender Activists And Allies A Publication of the Transgender Law Center, Copyright 2005
- Gendered Restrooms and Minority Stress: The Public Regulation of Gender and its Impact on Transgender People's Lives, Jody L. Herman, The Williams Institute, UCLA School of Law Williams Institute Jody L. Herman, Williams Institute Scholar of Public Policy, Journal of Public Management & Social Policy, Spring 2013

- Injustice at Every Turn, A Report of the National Transgender Discrimination Survey, Lead authors in alphabetical order: Jaime M. Grant, Ph.D., Lisa A. Mottet, J.D., Justin Tanis, D.Min., with Jack Harrison, Jody L. Herman, Ph.D., and Mara Keisling, 2011 The National Gay and Lesbian Task Force and the National Center for Transgender Equality
- Cal Anderson Park, Lighting Master Plan, Prepared for the Capitol Hill Chamber of Commerce by dark | Light design, December 2015.
- Cal Anderson Park CPTED, Prepared for the Capitol Hill Chamber of Commerce by Seattle Neighborhood Group, Tari Nelson-Zagar, February 2016.

**Resources:**

- The Portland Loo, <http://theloo.biz/>
- MOHAI Museum of History and Industry, Photo Archive, <http://www.mohai.org/>
- Friends of Seattle's Olmsted Parks, <http://www.seattle.gov/friendsofseattleparks/>

**Selected Historical Resources**

**Archival Material**

- City of Seattle Board of Park Commissioners. Annual Report. 1904
- City of Seattle Board of Park Commissioners. Annual Report. 1907
- City of Seattle Board of Park Commissioners. Lincoln Playfield Report. 1909
- City of Seattle Board of Park Commissioners. Parks Report. 1909
- City of Seattle Department of Parks and Recreation. Annual Report. 1962.
- City of Seattle Department of Parks and Recreation. Annual Report. 1963.
- City of Seattle Department of Parks and Recreation. Annual Report. 1964.
- City of Seattle Landmarks Preservation Board. Report on Designation: Lincoln Park/Lincoln Reservoir and Bobby Morris Playfield. November 17, 1998
- Olmsted Brothers correspondence, Correspondence to (Seattle) Park Commissioners, June 27, 1904

- Olmsted Brothers correspondence, Correspondence to (Seattle) Park Commissioners, July 22, 1904
- Olmsted Brothers correspondence, Preliminary Plan No. 2 Lincoln Park, July 21, 1904

**Histories and Reports**

- Caldbrick, John. "Seattle Neighborhoods: Capitol Hill, Part 2." HistoryLink.org Online Encyclopedia of Washington State History. <http://www.historylink.org/> (accessed December 1, 2015).
- Dorpat, Paul. "Seattle Neighborhoods: Capitol Hill, Part 1." HistoryLink.org Online Encyclopedia of Washington State History. <http://www.historylink.org/> (accessed December 1, 2015).

**Histories and Reports - Continued**

- Rood, Kay. "Creating Cal Anderson Park." HistoryLink.org Online Encyclopedia of Washington State History. <http://www.historylink.org/> (accessed December 5, 2015).
- Sherwood, Donald N. "Interpretative Essay on the History of Seattle's Parks & Playgrounds." Seattle: WA 1978 (The City of Seattle Municipal Archives, Sherwood Collection)
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## QUESTIONNAIRE

Contact  
City/University  
tel / e-mail  
address

RE: Seattle Parks and Recreation | All-Gender Restroom Best Practices

To whom it may concern,

We are working with Cheryl Eastberg at Seattle Parks and Recreation to evaluate best practices in an effort to address the need for safer restroom and changing room facilities for the transgender and gender non-conforming community in Seattle parks, and in particular Cal Anderson Park.

Cal Anderson Park is located in the heart of the most dense and vibrant neighborhood in Seattle which people of all ages and from all backgrounds including a large transgender and gender non-conforming community call home. While the Park is an historic Olmsted design, it underwent an extensive renovation in 2005 and now has a fountain, walking paths, playground, wading pool, play fields, shelter house and public restrooms.

We are interested in your feedback and experiences with developing best practices, implementing them, and observed changes in behavior after doing so.

Questionnaire:

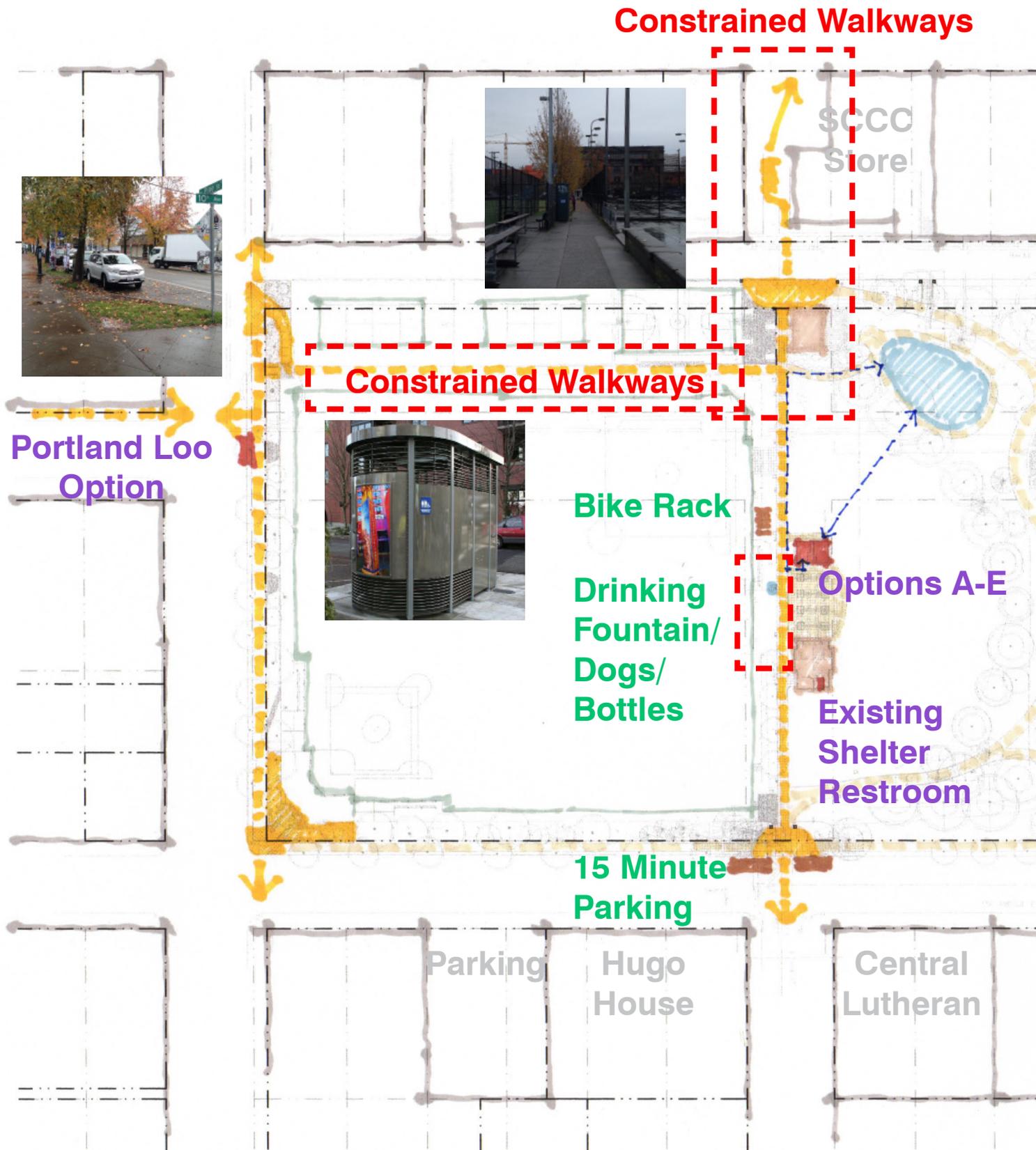
General Information

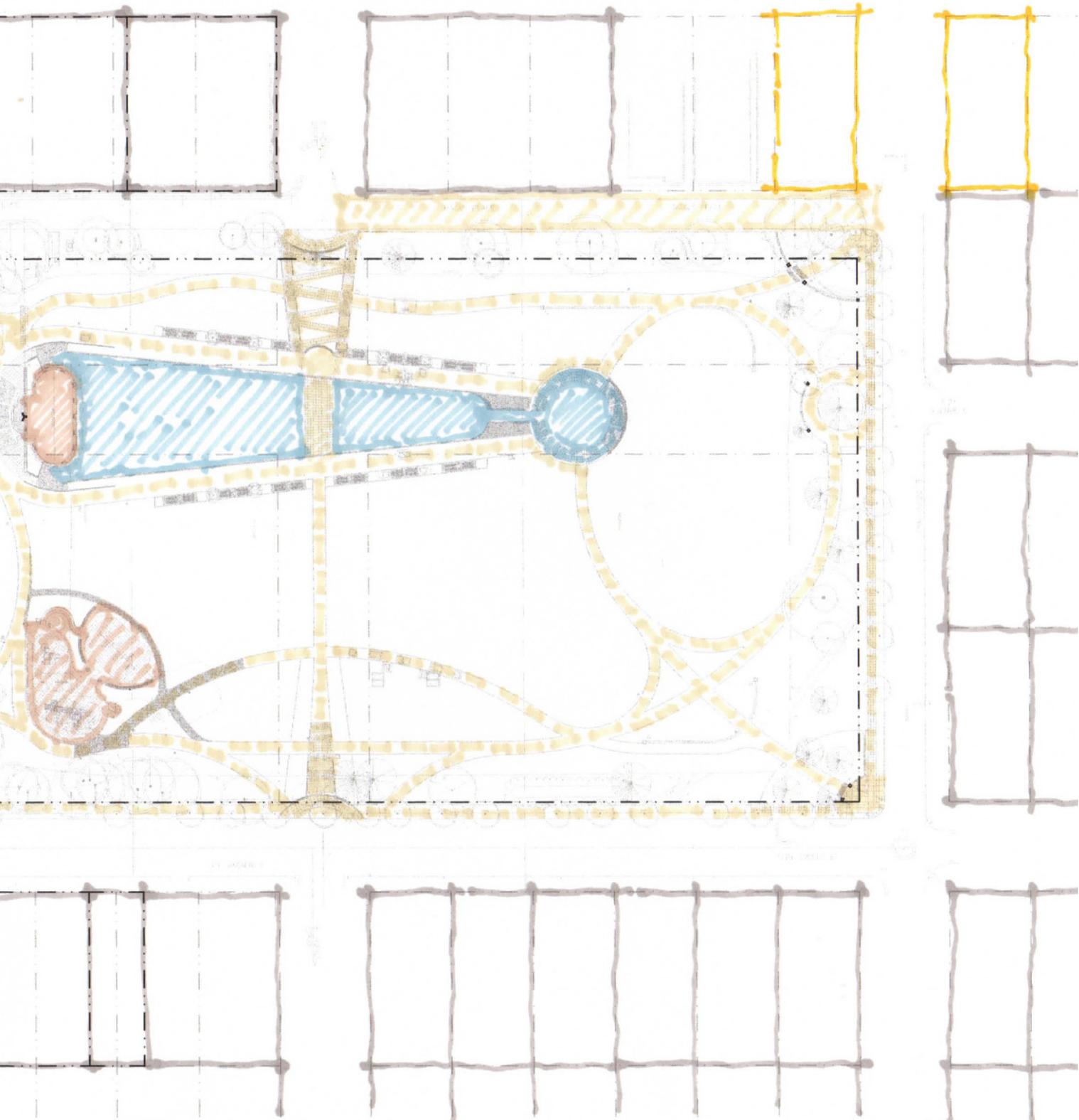
- How big is the population that you serve? How large of a geographic area?
- What is your preferred terminology? (all gender, Gender Open, etc.)
- What is your preferred graphic signage?
- How many All-Gender facilities do you have planned, under construction, and in use?
- Is there a map or App. to find them?
- Where are the All-Gender restrooms located? (Adjacent to or within Women/Men restrooms? Are any located in a separate location?)
- Are any of your All-Gender restrooms in stand alone buildings / structures?
- Do you have Family Changing rooms?
- Do you have locker rooms? Pool changing rooms?

### Development and Implementation of Best Practices

- When did you implement your best practices policies? When were facilities constructed or modified?
- Did you adopt existing best practices or develop your own for All-Gender restrooms?
- Which documents, programs or examples were most influential in your process?
- Did you ask for community input on the best practices? If so, what tools did you use to gather input?
- Did you receive positive feedback from the community members after the implementation? If so, what was particularly successful from the community's perspective?
- Has there been a decrease in reported incidents of bias crimes, verbal attacks, harassment or violence since implementing All-Gender Restrooms?
- Has there been opposition or backlash from the implementation of All-Gender restrooms? If so, please describe it.
- Has there been an increase in negative behavior associated with All-Gender restrooms? (e.g. drug use, prostitution, or prolonged stays in lockable rooms or stalls.)
- If so, what if anything has been done to mitigate negative behavior?
- After implementation, have you modified or added onto your best practices based on lessons learned?
- If so, please describe the changes.
- What have you observed that works / doesn't work after implementation?
- Please share any additional advice or experiences you think will assist us.

Thank you for your time and participation, it is greatly appreciated. Your answers will provide critical assistance in the development of the Seattle Parks and Recreation best practices for all-gender restrooms. Please feel free to contact myself or Cheryl Eastberg at SPR at any time if you have further information to add.





## APPENDIX: SEATTLE MUNICIPAL CODE

### Ordinance for All Gender Restrooms, Signed into Law on August 14, 2015.

Seattle Municipal Code  
Chapter 14.07 - ALL-GENDER  
SINGLE-OCCUPANT RESTROOMS  
REQUIREMENTS

Sections:

14.07.010 - Definitions

“Agency” means the Seattle Office for Civil Rights.

“All-gender restroom” means toileting facilities, either single room or with multiple stalls, which are designated for use by any person or persons, regardless of sex or gender identity.

“Appropriate signage” means signage that indicates that single-occupant restrooms are not restricted to a single gender. Examples include, but are not limited to, signs with the words “washroom,” “restroom,” “all-gender restroom,” “gender-neutral restroom,” or “unisex,” or that use images to indicate that restrooms are accessible to all genders.

“City” means the City of Seattle.

“Covered entity” means any place of public accommodation in Seattle.

“Director” means the Director of the Seattle Office for Civil Rights.

“Gender identity” means a person’s gender-related identity, appearance, or expression, whether or not traditionally associated with one’s biological sex or one’s sex at birth, and including a person’s attitudes,

preferences, beliefs, and practices pertaining thereto.

“Place of public accommodation” means any place, licensed or unlicensed, where the public gathers, congregates, or assembles for amusement, recreation or public purposes, or any place, store, or other establishment that supplies goods or services with or without charge to the general public. “Place of public accommodation” includes, but is not limited to, the following types of services or facilities: hotels, or other establishments which provide lodging to transient guests; restaurants, cafeterias, lunchrooms, lunch counters, soda fountains or other facilities principally engaged in selling or offering for sale food for consumption upon or off the premises; public restrooms; public elevators; motion picture houses, theatres, concert halls, sport arenas, stadiums, or other places of exhibition or entertainment; bowling alleys, pool halls, arcades, and amusement parks; retail establishments; transportation carriers; barber shops and beauty shops; bars or taverns or other facilities engaged in selling or offering for sale alcoholic beverages for consumption upon the premises; and public burial facilities.

“Respondent” means any person who is alleged or found to have committed a violation of regulations established in this Chapter 14.07.

“Single-occupant restroom” means any toileting facility that is designed for use by one person at a time.

14.07.020 - Single-occupant

restrooms in City facilities

All existing and newly-built single-occupant restrooms in City facilities shall not be restricted to a specific sex or gender identity and shall use appropriate signage to indicate such facilities are designated for use by any person, regardless of sex or gender identity.

14.07.030 - Requirements for single-occupant restrooms in places of public accommodation

A. Single-occupant restrooms shall not be restricted to a specific sex or gender identity and shall use appropriate signage to indicate such facilities are designated for use by any person, regardless of sex or gender identity.

B. Entities covered by this Chapter 14.07 shall have 180 days from the effective date of the ordinance introduced as Council Bill \_\_\_\_\_ to comply by replacing existing signs on the exterior of single-occupant restrooms restricting use to a single gender with signs indicating that they are for use by all genders.

14.07.040 - Enforcement

A. Powers and duties

1. The Agency shall investigate alleged violations of this Chapter 14.07 and shall have such powers and duties in the performance of these functions as are defined in this Chapter 14.07 and otherwise necessary and proper in the performance of the same and provided for by law.

2. The Director is authorized and directed to promulgate rules to enforce this Chapter 14.07.

B. Reporting and investigation of violations. The Agency may investigate any violations of this Chapter 14.07. Individual reporting of a violation of this Chapter 14.07 should include a statement of the date, location, and entity or entities responsible for such violation.

C. Advisory Letter and Notice of Violation

1. If, after 180 days from the effective date of the ordinance introduced as Council Bill \_\_\_\_\_, it is determined that a covered entity is not in compliance with the requirements set out in this Chapter 14.07, the Director shall, by service of an advisory letter by first-class mail or electronic mail, notify the respondent of the violation and advise of the opportunity for voluntary compliance by replacing existing restroom signage with appropriate signage. The respondent shall update restroom signage within 30 days of the date of the advisory letter.

2. If the respondent refuses to comply within 30 days of the date of the advisory letter, the Director may issue a notice of violation. This notice of violation will include a requirement to pay a civil penalty of \$125. All or part of this civil penalty may be waived by the Director if proof of compliance with this Chapter 14.07 is submitted to the Agency within 15 days of the date of the notice of violation. Proof of compliance shall be determined by Director's rule. Failure to comply within 15 days of the date of the notice of violation shall be considered a subsequent violation. Subsequent violations shall result in a civil penalty of \$300.

D. Appeal Period and Failure to Respond. A respondent may appeal the civil penalty by requesting a contested hearing before the Hearing Examiner in writing within 15 days of the date of the notice of violation. If the respondent fails to timely appeal the civil penalty, the civil penalty shall be final and enforceable. When the last day of the appeal period so computed is a Saturday, Sunday, or federal or City holiday, the period shall run until 5 p.m. on the next business day.

E. Appeal Procedure and Failure to Appear

1. Contested hearings shall be conducted pursuant to the procedures for hearing contested cases contained in Section 3.02.090 and the rules adopted by the Hearing Examiner for hearing contested cases. The Director shall have the burden of proof by a preponderance of the evidence before the Hearing Examiner. Failure to appear for a requested hearing will result in an order being entered finding that the respondent cited committed the violation stated in the Director's notice of violation. For good cause shown and upon terms the Hearing Examiner deems just, the Hearing Examiner may set aside an order entered upon a failure to appear.

2. In all contested cases, the Hearing Examiner shall enter an order affirming, modifying, or reversing the civil penalty.

3. If a respondent fails to comply with any final penalty issued by the Director or the Hearing Examiner, the Director may refer the matter to the City Attorney for the filing of a civil action in superior court, the Seattle Municipal Court, or

any other court of competent jurisdiction to enforce such penalty.

CHAPTER 29  
PLUMBING SYSTEMS

Note: The amendments to Chapter 29 are different than the 2009 *Seattle Building Code* and are not marked with margin bars or arrows.

SECTION 2901  
GENERAL

[P] 2901.1 **Scope.** The provisions of this chapter and the ~~((International))~~ *Uniform Plumbing Code* shall govern the erection, installation, *alteration*, repairs, relocation, replacement, *addition* to, use or maintenance of plumbing equipment and systems. Toilet and bathing rooms shall be constructed in accordance with Section 1210. Plumbing systems and equipment shall be constructed, installed and maintained in accordance with the ~~((International))~~ *Uniform Plumbing Code*. ~~Private sewage disposal systems shall conform to the International Private Sewage Disposal Code.~~

2901.2 Health codes. In food preparation, serving and related storage areas, additional fixture requirements may be dictated by state and local health codes.

individually by the *building official* based on the occupancy which most nearly resembles the proposed occupancy. The number of occupants shall be determined by this code. Occupancy classification shall be determined in accordance with Chapter 3.

Plumbing fixtures need not be provided for unoccupied buildings or facilities.

[P] 2902.1.1 **Fixture calculations.** To determine the *occupant load* of each sex, the total *occupant load* shall be divided in half. To determine the required number of fixtures, the fixture ratio or ratios for each fixture type shall be applied to the *occupant load* of each sex in accordance with Table 2902.1. Fractional numbers resulting from applying the fixture ratios of Table 2902.1 shall be rounded up to the next whole number. For calculations involving multiple occupancies, such fractional numbers for each occupancy shall first be summed and then rounded up to the next whole number.

**Exception:** The total *occupant load* shall not be required to be divided in half where *approved* statistical data indicate a distribution of the sexes of other than 50 percent of each sex.

SECTION 2902  
MINIMUM PLUMBING FACILITIES

[P] 2902.1 **Minimum number of fixtures.** Plumbing fixtures shall be provided for the type of occupancy and in the minimum number shown in Table 2902.1. Types of occupancies not shown in Table 2902.1 shall be ~~((considered))~~ determined

[P] TABLE 2902.1  
MINIMUM NUMBER OF REQUIRED PLUMBING FIXTURES\*  
(See Sections 2902.1.1 and 2902.2)

No.	CLASSIFICATION	OCCUPANCY	DESCRIPTION	WATER CLOSETS <del>((URINALS SEE SECTION 410.2 OF THE INTERNATIONAL PLUMBING CODE))</del>		LAVATORIES		BATHTUBS/ SHOWERS	<del>((DRINKING FOUNTAINS* (SEE SECTION 410.1 OF THE INTERNATIONAL PLUMBING CODE))</del>	<del>((OTHER))</del>
				MALE	FEMALE	MALE	FEMALE			
1	Assembly (continued)	A-1 <sup>d</sup>	Theaters and other buildings for the performing arts and motion pictures	1 per 125	1 per 65	1 per 200		—	<del>((1 per 500))</del>	<del>((1 service sink))</del>
		A-2 <sup>d</sup>	Nightclubs, bars, taverns, dance halls and buildings for similar purposes	1 per 40	1 per 40	1 per 75		—	<del>((1 per 500))</del>	<del>((1 service sink))</del>
			Restaurants, banquet halls and food courts	1 per 75	1 per 75	1 per 200		—	<del>((1 per 500))</del>	<del>((1 service sink))</del>
		A-3 <sup>d</sup>	Auditoriums without permanent seating, art galleries, exhibition halls, museums, lecture halls, libraries, arcades and gymnasiums	1 per 125	1 per 65	1 per 200		—	<del>((1 per 500))</del>	<del>((1 service sink))</del>
			Passenger terminals and transportation facilities	1 per 500	1 per 500	1 per 750		—	<del>((1 per 1,000))</del>	<del>((1 service sink))</del>
			Places of worship and other religious services	1 per 150	1 per 75	1 per 200		—	<del>((1 per 1,000))</del>	<del>((1 service sink))</del>

(continued)

PLUMBING SYSTEMS

[P] TABLE 2902.1—(continued)  
 MINIMUM NUMBER OF REQUIRED PLUMBING FIXTURES<sup>a</sup>  
 (See Sections 2902.1.1 and 2902.2)

No.	CLASSIFICATION	OCCUPANCY	DESCRIPTION	WATER CLOSETS ((URINALS SEE SECTION 419.2 OF THE INTERNATIONAL PLUMBING CODE))		LAVATORIES		BATHTUBS/ SHOWERS	((DRINKING FOUNTAINS <sup>1</sup> (SEE SECTION 419.1 OF THE INTERNATIONAL PLUMBING CODE))	((OTHER))	
				MALE	FEMALE	MALE	FEMALE				
1	Assembly	A-4	Coliseums, arenas, skating rinks, pools and tennis courts for indoor sporting events and activities	1 per 75 for the first 1,500 and 1 per 120 for the remainder exceeding 1,500	1 per 40 for the first 1,520 and 1 per 60 for the remainder exceeding 1,520	1 per 200	1 per 150	—	((1 per 1,000))	((1 service sink))	
		A-5	Stadiums, amusement parks, bleachers and grandstands for outdoor sporting events and activities	1 per 75 for the first 1,500 and 1 per 120 for the remainder exceeding 1,500	1 per 40 for the first 1,520 and 1 per 60 for the remainder exceeding 1,520	1 per 200	1 per 150	—	((1 per 1,000))	((1 service sink))	
2	Business	B	Buildings for the transaction of business, professional services, other services involving merchandise, office buildings, banks, light industrial and similar uses	1 per 25 for the first 50 and 1 per 50 for the remainder exceeding 50		1 per 40 for the first 80 and 1 per 80 for the remainder exceeding 80		—	((1 per 100))	((1 service sink <sup>2</sup> ))	
3	Educational	E	Educational facilities	1 per 50	1 per 30	1 per 100 ((50))	1 per 60	—	((1 per 100))	((1 service sink))	
4	Factory and industrial	F-1 and F-2	Structures in which occupants are engaged in work fabricating, assembly or processing of products or materials	1 per 100		1 per 100		See Section ((444)) 416.0 of the ((International)) Uniform Plumbing Code	((1 per 400))	((1 service sink))	
5	Institutional	I-1	Residential care	1 per 10		1 per 10		1 per 8	((1 per 100))	((1 service sink))	
		I-2	Hospitals, ambulatory nursing home care recipient <sup>b</sup>	1 per room <sup>c</sup>		1 per room <sup>c</sup>		1 per 15	((1 per 100))	((1 service sink))	
			Employees, other than residential care <sup>b</sup>	1 per 25		1 per 35		—	((1 per 100))	((—))	
			Visitors, other than residential care	1 per 75		1 per 100		—	((1 per 500))	((—))	
		I-3	Prisons <sup>b</sup>	1 per cell		1 per cell		1 per 15	((1 per 100))	((1 service sink))	
		I-3	Reformatories, detention centers and correctional centers <sup>b</sup>	1 per 15		1 per 15		1 per 15		((1 per 100))	((1 service sink))
			Employees <sup>b</sup>	1 per 25		1 per 35		—	((1 per 100))	((—))	
I-4	Adult day care and child day care	1 per 15		1 per 15		1		((1 per 100))	((1 service sink))		

(continued)

[P] TABLE 2902.1—continued  
 MINIMUM NUMBER OF REQUIRED PLUMBING FIXTURES<sup>a</sup>  
 (See Sections 2902.1.1 and 2902.2)

No.	CLASSIFICATION	OCCUPANCY	DESCRIPTION	WATER CLOSETS ((URINALS SEE SECTION 419.2 OF THE INTERNATIONAL PLUMBING CODE))		LAVATORIES		BATHTUBS OR SHOWERS	((DRINKING FOUNTAINS—(SEE SECTION 410.1 OF THE INTERNATIONAL PLUMBING CODE))	((OTHER))
				MALE	FEMALE	MALE	FEMALE			
6	Mercantile	M	Retail stores, service stations, shops, salesrooms, markets and shopping centers	1 per 500		1 per 750		—	((1 per 1,000))	((1 service sink*))
7	Residential	R-1	Hotels, motels, boarding houses (transient)	1 per sleeping unit		1 per sleeping unit		1 per sleeping unit	((—))	((1 service sink))
		R-2	Dormitories, fraternities, sororities and boarding houses (not transient)	1 per 10		1 per 10		1 per 8	((1 per 100))	((1 service sink))
		R-2	Apartment house	1 per dwelling unit		1 per dwelling unit		1 per dwelling unit	((—))	((1 kitchen sink per dwelling unit; 1 automatic clothes-washer connection per 20 dwelling units))
		R-3	One- and two-family dwellings	1 per dwelling unit		1 per dwelling unit		1 per dwelling unit	((—))	((1 kitchen sink per dwelling unit; 1 automatic clothes-washer connection per dwelling unit))
		R-3	Congregate living facilities with 16 or fewer persons	1 per 10		1 per 10		1 per 8	((1 per 100))	((1 service sink))
		((R-4))	((Congregate living facilities with 16 or fewer persons))	((1 per 10))		((1 per 10))		((1 per 8))	((1 per 100))	((1 service sink))
8	Storage	S-1 S-2	Structures for the storage of goods, warehouses, storehouses and freight depots, low and moderate hazard	1 per 100		1 per 100		See Section ((414)) 416.0 of the ((International)) Uniform Plumbing Code	((1 per 1,000))	((1 service sink))

- a. The fixtures shown are based on one fixture being the minimum required for the number of persons indicated or any fraction of the number of persons indicated. The number of occupants shall be determined by this code.
- b. Toilet facilities for employees shall be separate from facilities for inmates or care recipients.
- c. A single-occupant toilet room with one water closet and one lavatory serving not more than two adjacent patient sleeping units shall be permitted where such room is provided with direct access from each patient sleeping unit and with provisions for privacy.
- d. The occupant load for seasonal outdoor seating and entertainment areas shall be included when determining the minimum number of facilities required.
- ~~e. The minimum number of required drinking fountains shall comply with Table 2902.1 and Chapter 11.~~
- ~~f. Drinking fountains are not required for an occupant load of 15 or fewer.~~
- ~~g. For business and mercantile occupancies with an occupant load of 15 or fewer, service sinks shall not be required.~~

## PLUMBING SYSTEMS

**2902.1.1.1 Private offices.** Fixtures only accessible to private offices shall not be counted to determine compliance with this section.

**2902.1.1.2 Urinals.** Where urinals are provided, one water closet less than the number specified may be provided for each urinal installed, except the number of water closets in such cases shall not be reduced to less than one quarter (25 percent) of the minimum specified. For men's facilities serving 26 or more persons, not less than one urinal shall be provided.

**[P] 2902.1.2 Family or assisted-use toilet and bath fixtures.** Fixtures located within family or assisted-use toilet and bathing rooms required by Section 1109.2.1 are permitted to be included in the number of required fixtures for either the male or female occupants in assembly and mercantile occupancies.

**[P] 2902.2 Separate facilities.** Where plumbing fixtures are required, separate facilities shall be provided for each sex.

**Exceptions:**

1. Separate facilities shall not be required for *dwelling units* and *sleeping units*.
2. Separate facilities shall not be required in structures or tenant spaces with a total *occupant load*, including both employees and customers, of 15 or less.
3. Separate facilities shall not be required in mercantile occupancies in which the maximum occupant load is 100 or less.

**[P] 2902.2.1 Family or assisted-use toilet facilities serving as separate facilities.** Where a building or tenant space requires a separate toilet facility for each sex and each toilet facility is required to have only one water closet, two family/assisted-use toilet facilities shall be permitted to serve as the required separate facilities. Family or assisted-use toilet facilities shall not be required to be identified for exclusive use by either sex as required by Section 2902.4.

**[P] 2902.3 Employee and public toilet facilities.** Customers, patrons and visitors shall be provided with public toilet facilities in structures and tenant spaces intended for public utilization. The number of plumbing fixtures located within the required toilet facilities shall be provided in accordance with Section 2902.1 for all users. Employees shall be provided with toilet facilities in all occupancies. Employee toilet facilities shall either be separate or combined employee and public toilet facilities.

**Exception:** Public toilet facilities shall not be required in open or enclosed parking garages. Toilet facilities shall not be required in parking garages where there are no parking attendants.

**[P] 2902.3.1 Access.** The route to the public toilet facilities required by Section 2902.3 shall not pass through kitchens, food preparation areas, unpackaged food storage areas, storage rooms or closets. Access to the required facilities shall be from within the building or from the exterior of the building. Access to toilets serving multiple tenants shall be through a common use area and not

through an area controlled by a tenant. All routes shall comply with the accessibility requirements of this code. The public shall have access to the required toilet facilities at all times that the building is occupied. For other requirements for plumbing facilities, see Chapter 11.

**2902.3.1.1 Food preparation areas.** Toilet rooms shall not open directly into a room used for the preparation of food for service to the public or residents of Group R-2 boarding homes and residential treatment facilities licensed by Washington state.

**[P] 2902.3.2 Location of toilet facilities in occupancies other than malls.** In occupancies other than covered and open mall buildings, the required *public* and employee toilet facilities shall be located not more than one story above or below the space required to be provided with toilet facilities, or conveniently in a building adjacent thereto on the same property, and the path of travel to such facilities shall not exceed a distance of 500 feet (152 m).

**Exception:** The location and maximum travel distances to required employee facilities in factory and industrial occupancies are permitted to exceed that required by this section, provided that the location and maximum travel distance are *approved*.

**[P] 2902.3.3 Location of toilet facilities in malls.** In covered and open mall buildings, the required *public* and employee toilet facilities shall be located not more than one story above or below the space required to be provided with toilet facilities, and the path of travel to such facilities shall not exceed a distance of 300 feet (91 440 mm). In mall buildings, the required facilities shall be based on total square footage (m<sup>2</sup>) within a covered mall building or within the perimeter line of an open mall building, and facilities shall be installed in each individual store or in a central toilet area located in accordance with this section. The maximum travel distance to central toilet facilities in mall buildings shall be measured from the main entrance of any store or tenant space. In mall buildings, where employees' toilet facilities are not provided in the individual store, the maximum travel distance shall be measured from the employees' work area of the store or tenant space.

**[P] 2902.3.4 Pay facilities.** Where pay facilities are installed, such facilities shall be in excess of the required minimum facilities. Required facilities shall be free of charge.

**[P] 2902.3.5 Door locking.** Where a toilet room is provided for the use of multiple occupants, the egress door for the room shall not be lockable from the inside of the room. This section does not apply to family or assisted-use toilet rooms.

**[P] 2902.4 Signage.** Required public facilities shall be designated by a legible sign for each sex. Signs shall be readily visible and located near the entrance to each toilet facility. Signs for accessible toilet facilities shall comply with Section 1110.

**[P] 2902.4.1 Directional signage.** Directional signage indicating the route to the public facilities shall be ~~(posted in accordance with Section 3107. Such signage shall be)~~

located in a *corridor* or aisle, at the entrance to the facilities for customers and visitors.

\* [P] **2902.5 Drinking fountain location.** Drinking fountains shall not be required to be located in individual tenant spaces provided that public drinking fountains are located within a travel distance of 500 feet of the most remote location in the tenant space and not more than one story above or below the tenant space. Where the tenant space is in a covered or open mall, such distance shall not exceed 300 feet. Drinking fountains shall be located on an accessible route. Drinking fountains shall not be located in toilet rooms.

**2902.5.1 Drinking fountain number.** Occupant loads over 30 shall have one drinking fountain for the first 150 occupants, then one for each additional 500 occupants.

**Exceptions:**

1. Sporting facilities with concessions serving drinks shall have one drinking fountain for each 1,000 occupants.
2. A drinking fountain need not be provided in drinking or dining establishments.

**2902.5.2 Multistory buildings.** Drinking fountains shall be provided on each floor having more than 30 occupants in schools, dormitories, auditoriums, theaters, offices and public buildings.

**2902.5.3 Penal institutions.** Penal institutions shall have one drinking fountain on each cell block floor and one on each exercise floor.

**2902.6 Dwelling units.** Dwelling units shall be provided with a kitchen sink.

**2902.7 Water closet space requirements.** The water closet stool in all occupancies shall be located in a clear space not less than 30 inches (762 mm) in width, with a clear space in front of the stool of not less than 24 inches (610 mm).

**2902.8 Water.** Each required sink, lavatory, bathtub and shower stall shall be equipped with hot and cold running water necessary for its normal operation.



## Seattle Police Department Bio-Hazard Clean-Up Request

This form shall be utilized when a sergeant/supervisor is notified of a bio-hazard by an employee. Once the affected area, reporting employee, and clean-up requested sections of this form have been completed, this form shall be submitted to the Duty Officer, who will complete the time(s) Bio Clean Inc. arrives and completes the bio-hazard clean-up. Once the work has been performed and this form completed, the Duty Officer shall forward it to the Facility & Equipment Coordinator.

The City of Seattle has contracted with Bio Clean Inc. for bio-hazard clean-ups. According to contract, Bio Clean Inc. has 30 minutes to respond to the initial page, and 2 hours from the time of the page to be on-site. If Bio Clean Inc. fails to adhere to this time frame, fax this form to the Fleets and Facilities - Property Management, attention Nancy Bloss at 684-0525 documenting their failure to respond within the contracted time limits.

Bio Clean Inc. contact information:

Primary – 888/412-6300 after 30 minutes and no response, please call the back up number.

Back up – 425/754-9369

Specify Affected Area (e.g., precinct/building address and vehicle number; cell number, etc.)

### Reporting Employee

Officer/Employee: \_\_\_\_\_ Serial No. \_\_\_\_\_ notified

Sergeant/Supervisor: \_\_\_\_\_ of a bio-hazard situation in the above specified area.

Type of clean-up requested:

Blood  Vomit  Other (\_\_\_\_\_) Specify type of hazard

*Place Bio-Hazard magnetic signs or other bio-hazard warnings on contaminated area.*

### Clean-Up Requested

Sergeant \_\_\_\_\_ paged Bio Clean Inc. at \_\_\_\_\_  
date/time

Their ETA was: \_\_\_\_\_

### Bio Clean Inc. Response

Bio Clean Inc. arrived for clean-up at \_\_\_\_\_  
Date/Time

Bio Clean Inc. finished service at \_\_\_\_\_  
Time

Was the clean-up satisfactorily completed?  Yes  No Comments: \_\_\_\_\_

Completed original to Equipment and Facilities Coordinator for the affected precinct/section. The Equipment and Facilities Coordinator shall send a copy to: Fiscal and Safety



