



To: Sarah Mangelsdorf, Provost and Vice Chancellor for Academic Affairs
Laurent Heller, Vice Chancellor for Finance and Administration

From: Gary Brown, Co-Chair, Gender Inclusive Restroom Facilities Phase I Task Force
Kelly Krein, Co-Chair, Gender Inclusive Restroom Facilities Phase I Task Force

Date: February 8, 2018

Re: **Final Report of the Gender Inclusive Restroom Facilities Phase I Task Force**

This document represents the *Status Report on Recommendations for Implementation* of the Gender Inclusive Restroom Facilities Phase I Task Force.

The charge to this initial task force is the following:

- (1) identifying appropriate standard signage for gender inclusive restrooms;
- (2) recommending a priority order and schedule for converting existing single-occupancy restrooms using existing resources;
- (3) recommending a process for responding to departmental requests that do not align with this priority order and schedule. Process should include documenting request for future consideration;
- (4) developing a recommendation for conducting an inventory of campus restrooms; and,
- (5) researching existing policies at other institutions to highlight best practices in preparation for a second phase of activity that will include broader policy development.

The letter of appointment detailing the committee's full charge is attached.

In the accompanying report, our committee provides the following recommendations for UW-Madison in addressing the need for gender inclusive restroom facilities on campus:

- The university should work towards completing Phase I as quickly as possible and move into Phase II with all deliberate speed.
- Funding for signage updates to the campus standard, as well as funding for remodeling, renovations or other physical change to provide gender inclusive restrooms, should be from a centralized university funding source. This would assure that departmental needs are considered equally regardless of funding capabilities.
- The process for requesting a gender inclusive restroom should be documented and posted on various campus websites for ease of use and reference.
- A comprehensive campus wide policy should be developed as the university moves into Phase II of this process. The committee provides further recommendations for this policy in the report.



This report serves as our final task for the committee.

Encl: Charge to Gender Inclusive Restroom Facilities Phase I Task Force
Status Report on Recommendations for Implementation
Gender Inclusive Restroom Facilities_Whitepaper
FP&M Restrooms Survey Form Template

c: Members of the Gender Inclusive Restroom Facilities Phase I Task Force
Gary Brown, Director, Campus Planning, Facilities Planning & Management, (Co-chair)
Katherine Charek Briggs, Interim Associate Director, LGBT Campus Center
Finn Enke, Professor, Gender & Women's Studies, Faculty representative
Alexandra Hader, Student, Associated Students of Madison Student representative
Cindy Holzmann, Assistant Director, Student Life, University Housing
Kelly Krein, Student Services Coordinator, Division of Student Life (Co-chair)
Leslie Sager, Faculty Associate, School of Human Ecology, Academic Staff
representative
Laurie Wermter, Reference Librarian, UW Libraries, University Staff representative
Pam Barrett, Director, Campus Renovation Services, Facilities Planning & Management
(Consultant to the task force)

Margaret Tennesen, Deputy Associate Vice Chancellor, FP&M
David Darling, Associate Vice Chancellor, FP&M
Steph Tai, Co-Chair, Committee for GLBTQ People in the University
Warren Scherer, Director, LGBT Campus Center



August 18, 2017

To:

Gary Brown, Dir., Campus Planning & Landscape Arch (FP&M)(Co-Chair)
Katherine Charek Briggs, Interim Assoc. Director, LGBT Campus Center
Finn Enke, Professor, Departments of History and Gender & Women's Studies
Alexandra Hader, Student (ASM Student Representative)
Cindy Holzmann, Asst. Dir. of Residence Life, Univ. Housing
Kelly Krein, Student Services Coordinator, Div. of Student Life (Co-Chair)
Lesley Sager, Faculty Associate, School of Human Ecology (Academic Staff Appointee)
Laurie Wermter, Reference Librarian, UW Libraries (University Staff rep.)

From: Sarah Mangelsdorf, Provost and Vice Chancellor for Academic Affairs
Laurent Heller, Vice Chancellor for Finance and Administration

Re: Gender Inclusive Restroom Facilities Phase I Task Force

Facilities Planning & Management (FP&M) frequently receives requests to retrofit campus restroom facilities as gender inclusive restroom facilities. In the last year, FP&M has received 15 such inquiries. Given the growing frequency of these requests, FP&M has requested the formation of a small working group to address near-term gender inclusive restroom facilities issues. Your service is requested on this campus task force.

The charge to this initial task force is the following:

- (1) identifying appropriate standard signage for gender inclusive restrooms;
- (2) recommending a priority order and schedule for converting existing single-occupancy restrooms using existing resources;
- (3) recommending a process for responding to departmental requests that do not align with this priority order and schedule. Process should include documenting request for future consideration;
- (4) developing a recommendation for conducting an inventory of campus restrooms; and,
- (5) researching existing policies at other institutions to highlight best practices in preparation for a second phase of activity that will include broader policy development.

The task force will be co-chaired by Gary Brown, Director of Campus Planning and Landscape Architecture (FP&M) and Kelly Krein, Student Services Coordinator, Division of Student Life, who also serves as co-chair of the Committee for LGBTQ People in the University. Pam Barrett, Director of Campus Renovation Services (FP&M) will serve as a consultant to the committee.

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When this small group completes these tasks, we'll work with campus partners to determine how best to move forward to address some of the longer-term items, including creating recommendations for a campus-wide policy for inclusive facilities and creating a long-range plan for the conversion, renovation, and construction of inclusive facilities on this campus, as recommended in the attached 2017 whitepaper ("An overview on Gender Inclusive Restroom Facilities").

Please let Margaret Tennesen know if you are willing to serve. We thank you for your consideration of this request.

Attachment: An overview on Gender Inclusive Restroom Facilities

cc: Pam Barrett, Director of Campus Renovation Services, FP&M
Margaret Tennesen, Interim Director , FP&M

Gender Inclusive Restroom Facilities, Phase I Task Force

Status Report on Recommendations for Implementation

Task Force Members: Gary Brown (FP&M), Katherine Charek Briggs (LGBT Campus Center), Finn Enke (Faculty Representative, Gender & Women's Studies), Alexandra Hader (Student representative, ASM), Cindy Holzmann (UW Housing), Kelly Krein (Committee on GLBTQ People in the University), Leslie Sager (Academic staff representative, Human Ecology), Laurie Wermter (University Staff representative, Campus Libraries).

Facilities Planning & Management (FP&M) frequently receives requests to retrofit campus restroom facilities as gender inclusive restroom facilities. In 2017, FP&M received approximately 15 such requests. In August 2017, the Provost and Vice Chancellor for Administration and Finance appointed this task force to review the issues and recommend: 1) standard signage for gender inclusive restrooms; 2) a priority order for converting existing single-occupancy restrooms; 3) a process for responding to departmental requests; 4) a process to conduct an inventory of existing campus restrooms; and 5) a summary of benchmarking and best practices from other peer universities.

Terminology:

Gender inclusive restroom facilities fall into two basic categories:

Gender Inclusive Restroom Facility. A single-occupancy, lockable restroom that can be used by any person(s). These may or may not be fully accessible for people with disabilities. This type of facility is also known as a "universal restroom" or a "unisex restroom".

Multi-stall Inclusive Facility. A multi-occupancy restroom with stall dividers, vacancy/no vacancy locks, a panel of shared sinks, a wheelchair accessible stall (when ADA accessible), and appropriate signage. This facility type is also known as an "all-gender" or "gender-neutral restroom".

Gender inclusive restrooms are considered "unisex" restrooms for the purposes of fixture counts related to the International Building Code standards and shall be included in the overall building fixture count. If existing single-occupancy restrooms currently include a "unisex" sign, and they meet the necessary code requirements, those signs can remain unless requested to be updated by the users through the facility manager.

Charge #1 – *Identify appropriate standard signage for gender inclusive restrooms.*

The task force discussed options for standardized signage for gender inclusive restrooms on campus, both for those existing restrooms that can have their signage easily changed out (if the building code-required fixture counts can be met) and for new gender inclusive restrooms that can be created in existing or new buildings. The task force felt it was important to emphasize that the sign identifies a space as a restroom/toilet facility that happens to be available for use by anyone, regardless of gender identity. The task force also wanted to make sure that if the space was accessible (per ADA), that it also be signed similar to our other accessible facilities across campus with the international accessibility symbol. Having braille on the sign also make signs accessible for those with low or no vision.

The task force recommends the following graphic as the campus standard sign for single-occupancy gender inclusive restrooms on campus. The sign background color should match the other room signage in the facility. Text size and contrast, mounting height and size of sign should meet current ADA and international building code requirements.



Recommended Gender Inclusive Restroom Sign

Charge #2 – Recommend a Priority Order & Schedule for Converting Existing Single-Occupancy Restrooms Using Existing Resources.

- A. **Priority #1:** Replace existing gendered signs on single-occupancy restrooms with the recommended standard signage for departmental requests (existing and future), based on date of receipt by Campus Renovation Services. This process includes a restroom survey of the building to assure building code required fixture counts are met.

Where gender inclusive restrooms exist, that are signed as unisex, these restrooms are a lower priority for upgraded signage.

- B. **Priority #2:** Survey existing buildings to confirm where single-occupancy restrooms are located in campus buildings to identify potential new gender inclusive restrooms and to assist in locating existing facilities that are available for use. (See Charge #4 below.)
- C. **Priority #3** – Following the steps above, upgrade the signage to the campus standard if the single-occupancy/unisex restrooms meet the above criteria, related to code required fixture counts, with the next priority given to those facilities that have major use facilities. Phase II of this process should gather public input on which facilities across campus should be prioritized for including new gender inclusive restroom facilities.

Charge #3 - Recommend a process for responding to (departmental) requests that do not align with this priority order and schedule. Process should include documenting requests for future consideration.

The task force recommends that requests for a gender inclusive restroom, in a building that is not considered a priority, shall be reviewed on a case-by-case basis.

Charge #4 - Develop a recommendation for conducting an inventory of campus restrooms.

Confirm current FP&M inventory of existing restrooms in all buildings across campus. Included in the inventory would be survey information related to: what kind of sign is being used and if they can be easily changed to the campus standard; if the restroom is publicly accessible; is the restroom accessible for people with disabilities; does the restroom have an infant-changing station, etc. (See FP&M Restroom Survey template attached for details).

The task force suggests that volunteers can be trained to assist with the inventory process when needed to complete the process.

Charge #5 - Research existing policies at other institutions to highlight best practices in preparation for a second phase of activity that will include broader policy development.

The task force has reviewed peer group signs for determination of a campus standard sign format for gender inclusive restrooms. Benchmark universities reviewed for signage standards included:

- University of Illinois, Chicago
- Illinois State University
- Indiana University
- University of Iowa
- Lehigh University
- North Carolina State University

The group also reviewed written policies from other institutions and highlighted best management practices to recommend as a starting point for Phase II broader policy development and campus rollout of the new policy. For future discussion by the task force.

- University of Arizona
- University of California System
- Cornell University
- University of Massachusetts
- Portland State University
- Vanderbilt University
- University of Wisconsin-Milwaukee

Final Recommendations

The task force recommends that the university work towards completing Phase I as quickly as possible and move into Phase II with all deliberate speed.

The task force recommends that funding for signage updates to the campus standard, as well as funding for remodeling, renovations or other physical change to provide gender inclusive restrooms, should be from a centralized university funding source. This would assure that departmental needs are considered equally regardless of funding capabilities.

The task force recommends that the process for requesting a gender inclusive restroom should be documented and posted on various campus websites for ease of use and reference.

After reviewing various benchmark policies, the Task Force recommends that a comprehensive campus wide policy be developed as the university moves into Phase II of this process. The policy should include a discussion on the following topics:

1. For all new buildings and major renovation projects, gender inclusive restrooms should be included early in the design process for those facilities following the updated policies in the FP&M Technical Design Guidelines.
2. For buildings that are suggested for removal in the Campus Master Plan, these should be a low priority for significant renovations to include gender inclusive restrooms.
3. Public input should be gathered from the various stakeholders on campus (faculty, staff, students and visitors) to gain insight into what buildings would be appropriate for gender-inclusive restrooms.
4. When possible, all new gender inclusive restrooms should be fully accessible per ADA.
5. Gender inclusive restrooms should also include an infant changing table when physically feasible.

The task force recommends that UW-Madison urge the UW System Administration to also develop a system-wide policy on gender inclusive restrooms.

In addition, the task force reviewed the current FP&M technical design standards for new or renovated facilities and have the following suggested edits (text to be removed are struck out; text to be added or moved is shown in **bold**) :

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FP&M Technical Standards – Division 13, Special Considerations
Single Occupancy Toilet Rooms

1. A minimum of one (1) single occupancy toilet room shall be included within each new or significantly renovated building and more than one if programmatically desired. ~~It shall also be required that the most publically located single occupancy toilet room contain a floor-mounted urinal in addition to standard lavatory and toilet.~~
2. **The most publicly located single occupancy toilet room shall contain a floor-mounted urinal in addition to standard lavatory and toilet. It should also include a menstrual product dispenser.**
3. The room shall be ADA accessible and unisex in nature and shall be located on the floor and/or near spaces designed for general public use and gathering. At the discretion of the building occupants, it may also be fitted with an ~~baby~~ **infant** changing table to enable the room to serve as a family restroom.

4. The single-occupancy toilet room shall be signed "**Restroom**" ~~"Toilet" or "Toilet Room"~~ to be consistent with other room signs within the same facility. The term "Unisex" shall not be used. The pictogram associated with the sign, shall indicate that it is accessible and whether or not it includes ~~a baby~~ an **infant** changing table.

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Attachments:

- (1) Gender Inclusive Restroom Facilities_Whitepaper
- (2) FP&M Restroom Survey Form - Template

Gender Inclusive Restroom Facilities – White Paper

June, 2017

The question of restroom accommodations for transgender and gender-nonconforming people has come to the fore both nationwide and on the UW-Madison campus. Facilities Planning & Management (FP&M) frequently receives requests to retrofit campus restroom facilities as gender inclusive restroom facilities. In the last year, FP&M has received 15 such requests.

Gender inclusive restroom facilities are intended to be safe alternatives for students, faculty, staff, and visitors who may be subject to harassment or discrimination based on their perceived or actual gender identity or expression. Being bullied, harassed, or assaulted for being transgender or gender-nonconforming increases the odds that a person will attempt to take their own life. A 2011 study by the National LGBTQ Task Force found that 63.4 percent of transgender students avoided using restroom facilities outside of their home due to fear of harassment or assault and a lack of clarity on which restroom was “appropriate” for their use.¹ Of the students surveyed, 41 percent had attempted suicide (compared to 2 percent of all Americans).

Background

Title IX

Title IX of the Education Amendments of 1972 states that any school receiving federal money is prohibited from discriminating against students based on sex, which is interpreted to include transgender students.² Guidance published jointly by the US Departments of Justice and Education in May 2016 reaffirms this policy, warning educators against Title IX violations.

International Building Codes

International Code Council documents, adopted in various forms by most states including Wisconsin, require that every building have designated restroom facilities, the quantity and signing of which is based upon the number of men and women occupying the building. The only allowable exception to this code is for single-user unisex restrooms in certain conditions of accessibility accommodation.

Building codes for plumbing and accessibility require a certain number of plumbing fixtures based on occupancy counts. A “sexed” fixture and/or an accessible unisex restroom cannot be taken offline for the purposes of making it gender inclusive until FP&M completes an occupancy study and fixture count verification of the building and determines that restroom facilities exist above and beyond those required to meet plumbing counts.

Note: Current national and Wisconsin commercial building codes do not recognize gender inclusive restrooms *per se*. This remains unchanged in the proposed 2018 code revision that will serve as the basis of Wisconsin code through 2021.

¹ Injustice at Every Turn: A Report of the National Transgender Discrimination Survey. National Gay and Lesbian Task Force. 2011. http://www.thetaskforce.org/static_html/downloads/reports/reports/ntds_full.pdf. Accessed May 9, 2017.

² Title IX and Sex Discrimination. Office for Civil Rights, US Department of Education. https://www2.ed.gov/about/offices/list/ocr/docs/tix_dis.html. Accessed: May 9, 2017.

Terminology

Gender inclusive restroom facilities fall into two basic categories:

- **Inclusive Facility.** A single-occupancy, lockable, wheelchair accessible (universal design) restroom that has an infant changing table and that can be used by any person(s). This type of facility is also known as a universal restroom.
- **Multi-stall Inclusive Facility.** A multi-occupancy restroom with stall dividers, vacancy/no vacancy locks, a panel of shared sinks, a wheelchair accessible stall (when ADA accessible), and appropriate signage. This facility type is also known as an all-gender or gender-neutral restroom.

Current Status at UW-Madison

The LGBT Campus Center maintains both a list and map of single-stall, locking restrooms across campus.³ Both the list and the map are works in progress and do not necessarily represent the complete inventory of single-occupancy restroom facilities on campus. The study that created this list was based solely on location and perceived need; occupancy/fixture studies were not conducted.

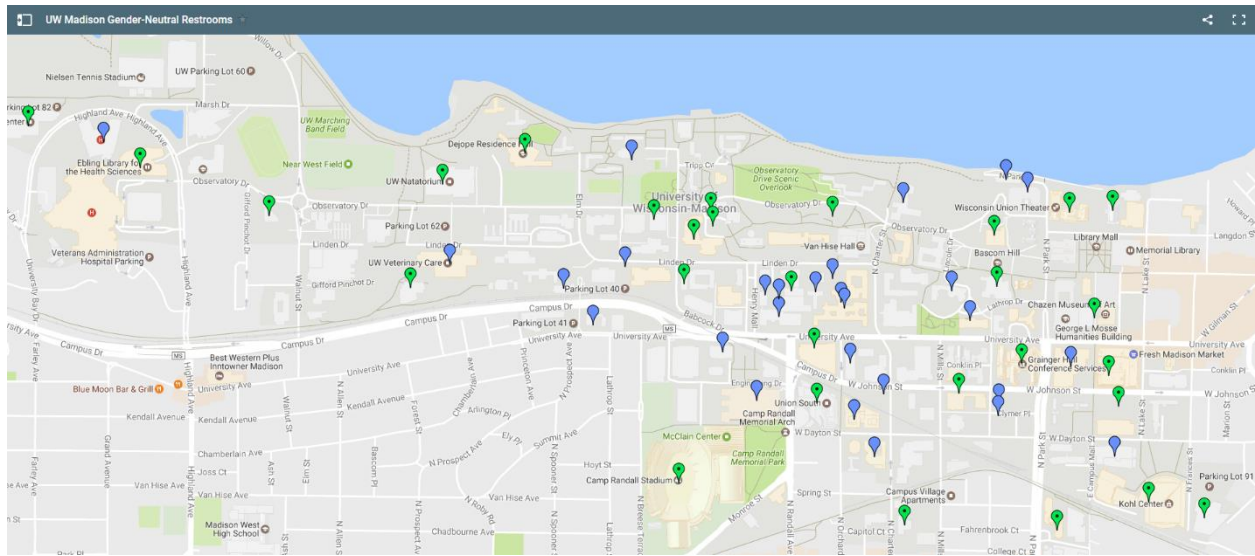


Figure 1: Gender-Neutral Bathrooms (LGBT Campus Center)

The list published by the LGBT Campus Center includes more than 120 single-occupancy restrooms in nearly 60 campus buildings. Roughly half of these restrooms are not ADA accessible.

Signage on these restrooms is inconsistent. These facilities are variously signed as restroom, toilet, unisex restroom, dressing room, all-gender restroom, unisex, gender neutral restroom, and commuter shower.

Technical Guidelines for New Construction

The UW-Madison *Technical Guidelines: Division 13. Special Construction* defines the current campus standard for the design of both “Toilet Rooms, General” and “Single Occupancy Toilet Rooms.”⁴ These guidelines do not currently include requirements for gender inclusive restroom facilities.

³ Navigate Campus. LGBT Campus Center. <https://lgbt.wisc.edu/support/navigate-campus/>. Accessed: May 9, 2017.

⁴ Technical Guidelines: Division 13. Special Construction. Facilities Planning & Management Capital Planning & Development. http://www.cpd.fpm.wisc.edu/resources/Division_13_Special_Construction.pdf. Accessed: May 9, 2017.

Occupancy/Fixture Studies

At the time of writing, FP&M has completed three occupancy studies (Memorial Library, Bascom Hall, Helen C. White Hall) and has two more (Veterinary Medicine, Van Vleck Hall) in progress. Three others (North Hall, Psychology, Science Hall) have been requested but have not yet begun. The frequency of these requests has increased, with 15 requests in the last year.

These occupancy/fixture studies and the resulting renovations are conducted on an ad hoc basis, when requested by a department, by FP&M Physical Plant—Campus Renovation Services.

Policy Considerations

This section aims to describe the issues that FP&M considers integral to the creation of a comprehensive, campus-wide policy regarding gender inclusive restroom facilities. Please note that this list represents recommended factors for a long-term plan. We recommend that only some of these issues be addressed in the near term.

- **Facility Inventory.** The LGBT Campus Center provides a map and list of single-occupancy, locking restrooms on campus, but this list is a work in progress. Conduct a complete inventory of restrooms in campus buildings that includes location, type (single, multiple), fixture configuration, signage, and ADA accessibility to form the basis of future work in this area.
- **Geospatial goals.** The geographical distribution and density of gender inclusive restroom facilities directly affects the availability and accessibility of these facilities to the campus population. Establish goals for distribution and density, as well as provide a method for prioritizing buildings based on use type. These standards should include the number, density, and location of inclusive facilities in buildings of different sizes, locations, and uses.
- **Signage.** Establish a standard for signage of both single-occupancy inclusive restroom facilities and for multi-stall inclusive facilities that are both acceptable to the Wisconsin Department of Safety & Professional Services and meet accessibility requirements and aesthetic considerations. Develop a plan for resigning existing facilities and renovated facilities, and for use in new construction.
- **Renovation of existing facilities.** Develop goals and requirements for the renovation of existing single-use and multi-stall restroom facilities in existing buildings.
- **New facilities in existing buildings.** Develop a method for evaluating requests for new gender inclusive restroom facilities in existing buildings.
- **New facilities in new buildings.** Update the UW-Madison *Technical Guidelines: Division 13. Special Construction* so that they are consistent with the campus-wide policy. These guidelines have not been updated since 2013.
- **Prioritization of renovation projects.** FP&M Physical Plant—Campus Renovation Services is responsible for all non-capital renovation projects on the UW-Madison campus. Renovations aimed at creating gender inclusive restroom facilities are currently not explicitly addressed in their project prioritization hierarchy.⁵
- **Funding of renovation projects.** Establish clear expectations for how renovation projects that create gender inclusive restroom facilities are funded. If possible, develop a method for funding

⁵ Project Prioritization. Facilities Planning & Management Physical Plant—Campus Renovation Services. <http://physicalplant.wisc.edu/campus-renovation-services.htm#acc-panel-228>. Accessed: May 9, 2017.

a certain number of renovation projects in each fiscal year so that the number of gender inclusive restroom facilities on campus continues to grow over time.

- **Communication and wayfinding.** Establish a standard method for communicating the locations of gender inclusive restroom facilities on campus. Publish this information in both map and list form and establish a maintenance plan for keeping this information current. Provide facility managers and building occupants with best practices for additional signage, communication, and wayfinding.
- **Other considerations.** There are also people who will avoid the use of gender inclusive restroom facilities based on personal preference, religion, and/or heritage. Any all-campus policy should also be inclusive of these members of the campus community.

Recommendations and Next Steps

In order to develop a campus-wide policy for the renovation, signing, and building of gender inclusive restroom facilities, FP&M recommends that the university administration charter a small (4-6 members) working group that includes representatives from FP&M, the LGBT Campus Center, and other key campus stakeholders.

Near Term

In the near term, this working group should focus on the following:

1. Identifying appropriate standard signage for gender inclusive restrooms on the UW-Madison campus, with an initial focus on single-occupancy restrooms.
2. Creating a priority order for converting existing single-occupancy restrooms to gender inclusive facilities with signage and other upgrades.
3. Establishing a schedule for the conversion of these restrooms using available resources.
4. Drafting a method for responding to departmental requests that do not align with this priority order and schedule.
5. Developing a recommendation for conducting an inventory of campus restrooms.
6. Researching existing policies, including the *Inclusive Facilities Policy and Procedures for All Buildings* (Policy No. S-67)⁶ adopted by UW-Milwaukee in September 2014.

Note: Re-signing an existing single-occupancy restroom costs approximately \$50 unless other changes are also required.⁷

Longer Term

In the longer term, this or another small working group should be tasked with:

1. Creating a recommendation for a campus-wide policy for inclusive facilities that accounts for all of the policy considerations described above.
2. Creating a long-range plan for the conversion, renovation, and construction of inclusive restroom facilities on the UW-Madison campus.

⁶ Inclusive Facilities Policy and Procedures for All Buildings (Policy No. S-67). University of Wisconsin—Milwaukee. September 2014. https://www4.uwm.edu/secu/docs/other/S_67_Inclusive_cy_Proposal.pdf. Accessed: May 9, 2017.

⁷ Additional possible costs associated with restroom renovations include: door lock rekey (\$250); new door and hardware (\$2,500); feminine hygiene products dispenser (\$320-\$1135).

