



## Port Health & Environmental Services Committee

**Date:** TUESDAY, 8 MARCH 2016  
**Time:** 11.30 am  
**Venue:** COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

**Members:**

Wendy Mead (Chairman)	Vivienne Littlechild
Jeremy Simons (Deputy Chairman)	Professor John Lumley
Deputy John Absalom	Alderman Julian Malins
Deputy John Bennett	Andrew McMurtrie
Keith Bottomley	Brian Mooney
Henry Colthurst	Hugh Morris
Karina Dostalova	Barbara Newman
Peter Dunphy	Ann Pembroke
Deputy Kevin Everett	Henrika Priest
Deputy Bill Fraser	Deputy Richard Regan
Marianne Fredericks	Delis Regis
George Gillon	Deputy John Tomlinson
Deputy Stanley Ginsburg	Deputy James Thomson
Graeme Harrower	Michael Welbank
Alderman Peter Hewitt	Mark Wheatley
Wendy Hyde	Philip Woodhouse

**Enquiries:** David Arnold  
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david.arnold@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at the rising of the Committee  
NB: Part of this meeting could be the subject of audio or video recording

John Barradell  
Town Clerk and Chief Executive

# AGENDA

## Part 1 - Public Agenda

1. **APOLOGIES**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **MINUTES**  
To agree the public minutes and summary of the meeting held on 19 January 2016.  

**For Decision**  
(Pages 1 - 8)
4. **OUTSTANDING ACTIONS**  
To note the list of Outstanding Actions.  

**For Information**  
(Pages 9 - 12)
5. **INCOME GENERATION**  
Report of the Chamberlain, approved by the Finance Committee on 16 February and the Policy & Resources Committee on 18 February and to be considered by the Education Board on 3 March and the Epping Forest & Commons, Culture Heritage & Libraries, and Efficiency & Performance Sub- Committees on 7 March.  

**For Decision**  
(Pages 13 - 24)
6. **BISHOPSGATE BIN TRIAL**  
Report of the Director of the Built Environment.  

**For Information**  
(Pages 25 - 30)
7. **BURIAL SPACE PLAN FOR THE CITY OF LONDON CEMETERY**  
Report of the Director of Open Spaces.  

**For Information**  
(Pages 31 - 36)
8. **OPERATIONAL PROPERTY REVIEW – CEMETERY AND CREMATORIUM**  
Report of the Director of Open Spaces.  

**For Decision**  
(Pages 37 - 44)
9. **DELEGATION OF POWERS TO THE DIRECTOR OF MARKETS AND CONSUMER PROTECTION**  
Report of the Director of Markets and Consumer Protection.  

**For Decision**  
(Pages 45 - 48)

10. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
12. **EXCLUSION OF THE PUBLIC**  
MOTION – That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of the Schedule 12A of the Local Government Act.

### **Part 2 - Non-public Agenda**

13. **NON-PUBLIC MINUTES**  
To agree the non-public minutes of the meeting held on 19 January 2016.  

**For Decision**  
(Pages 49 - 50)
14. **OPERATION BROADWAY – BEYOND MARCH 2016 AND BEYOND THE CITY OF LONDON**  
Report of the Director of Markets and Consumer Protection, to be considered by the Safer City Partnership on 2 March.  

**For Decision**  
(Pages 51 - 56)
15. **CITY OF LONDON CEMETERY AND CREMATORIUM CAFÉ LETTING**  
Report of the City Surveyor.  

**For Decision**  
(Pages 57 - 66)
16. **CITY OF LONDON CEMETERY AND CREMATORIUM FLORIST LETTING**  
Report of the City Surveyor.  

**For Decision**  
(Pages 67 - 74)
17. **DEBT ARREARS – PORT HEALTH AND ENVIRONMENTAL SERVICES PERIOD ENDING 31 DECEMBER 2015**  
Joint report of the Director of the Built Environment, Director of Markets and Consumer Protection, and Director of Open Spaces.  

**For Information**  
(Pages 75 - 82)
18. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
19. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERED URGENT AND WHICH THE COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

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## PORT HEALTH & ENVIRONMENTAL SERVICES COMMITTEE

Tuesday, 19 January 2016

**Minutes of the meeting of the Port Health & Environmental Services Committee held at the Guildhall EC2 at 11.30 am**

### **Present**

#### **Members:**

Wendy Mead (Chairman)	Wendy Hyde
Jeremy Simons (Deputy Chairman)	Vivienne Littlechild
Deputy John Absalom	Professor John Lumley
Keith Bottomley	Alderman Julian Malins
Henry Colthurst	Barbara Newman
Karina Dostalova	Ann Pembroke
Peter Dunphy	Henrika Priest
Deputy Bill Fraser	Delis Regis
Marianne Fredericks	Deputy John Tomlinson
George Gillon	Michael Welbank
Deputy Stanley Ginsburg	Mark Wheatley
Graeme Harrower	Philip Woodhouse
Alderman Peter Hewitt	

#### **Officers:**

David Arnold	- Town Clerk's Department
Jenny Pitcairn	- Chamberlain's Department
Julie Smith	- Chamberlain's Department
Paul Chadha	- Comptroller & City Solicitor's Department
Carolyn Dwyer	- Director of Built Environment
Steve Presland	- Department of the Built Environment
Jim Graham	- Department of the Built Environment
David Smith	- Director of Markets & Consumer Protection
Jon Averbs	- Department of Markets & Consumer Protection
Gary Burks	- Superintendent, City of London Cemetery & Crematorium
Gerry Kiefer	- Open Spaces Department

#### **1. APOLOGIES**

Apologies for absence were received from Deputy John Bennett, Andrew McMurtrie, Hugh Morris, and Deputy James Thomson.

#### **Chairman's Welcome**

The Chairman introduced Marianne Fredericks to her first meeting as a Member of the Committee and thanked Gerald Pulman, who had recently retired from the Court of Common Council, for his service and contributions to the Port Health and Environmental Services Committee.

The Chairman also added congratulations to two members of the City of London Waste Collection and Street Cleansing Team who had recently been awarded the British Empire Medal for their voluntary service to the British Legion Poppy Appeal.

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

There were none.

3. **MINUTES**

**RESOLVED** – That the public minutes and non-public summary of the meeting held on 24 November 24 be approved.

Matters Arising

In response to a Member's concern, the Assistant Director of Cleansing Operations and Street Environment advised that the Cleansing Service were working closely with the City of London Police to deter public urination in Bishopsgate, with 13 Fixed Penalty Notices having been issued recently. In response to an additional question, the Assistant Director added that the use of liquid-repelling anti-urine paint, recently introduced in the London Borough of Tower Hamlets, was currently being looked into. Members offered to suggest areas suitable for its introduction in the City of London if and when an agreement was reached with the supplier.

4. **OUTSTANDING ACTIONS**

The Committee received the current list of Outstanding Actions. Members noted that an update regarding the recent meetings with Mobile Shredding companies operating in the City of London would be provided to this Committee and the Planning and Transportation Committee at the next appropriate meetings.

**RESOLVED** – That the Outstanding Actions be noted.

5. **TERMS OF REFERENCE REVIEW**

The Committee considered a report of the Town Clerk that sought approval to the Terms of Reference for subsequent submission to the Court of Common Council.

**RESOLVED** – That:-

- a) the terms of reference of the Port Health and Environmental Services Committee be approved for submission to the Court of Common Council in April 2016;
- b) any further changes required in the lead up to the Court's appointment of Committees be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman.

6. **RECYCLING ACTION PLAN**

The Committee received a report of the Director of the Built Environment that provided details of the progress against the current Recycling Action Plan. Members were advised that the current recycling rate was 31%, which did not

meet the 2015 target of 45% set by the City of London Waste Strategy 2013. The Assistant Director of Cleansing Operations and Street Environment explained that this was due to the introduction of the Materials Recycling Facility (MRF) Code of Practice in October 2014 which set stricter quality standards for recyclable materials being sent for reprocessing. He added that the City Corporation's recycling materials were now of a consistently high quality as a result of officer intervention.

In response to Members' questions, the Assistant Director advised that recycling targets and plans were benchmarked against other major European cities. The high proportion of Flats in Central London compared with other areas and cities made high recycling rates difficult to achieve. In response to a Member's suggestion, the Assistant Director added that incentive initiatives to encourage residents and business to recycle, similar to those used in some other London Boroughs, would be looked into.

In response to a Member's request, the Assistant Director advised that Amey and the Middlesex Street Estate Managers would be contacted regarding the arrangements for commercial recycling and general waste storage.

**RESOLVED** – That the report be noted.

**7. DEPARTMENT OF THE BUILT ENVIRONMENT, BUSINESS PLAN PROGRESS REPORT FOR PERIOD 2 (AUGUST - NOVEMBER), 2015/18**

The Committee received a report of the Director of the Built Environment that provided details of the progress made during August – September 2015 against the 2015/18 DBE Business Plan for Public Conveniences, Waste Collection, Street Cleansing, Waste Disposal and Transport Services.

**RESOLVED** – That the report be noted.

**8. OPEN SPACES BUSINESS PLAN - APRIL TO NOVEMBER 2015 PROGRESS REPORT**

The Committee received a report of the Director of Open Spaces that provided an updates regarding the progress made against the elements of the Open Spaces Departmental Business Plan 2015-18 which related to the City of London Cemetery and Crematorium.

The Superintendent of the Cemetery and Crematorium also provided an update regarding the progress of The Shoot project. He advised that the major works had been completed in December 2015. Members noted that they would be given the opportunity to view the site of The Shoot project at the bi-annual Committee visit to the Cemetery and Crematorium, which would be taking place from 4:30pm on Tuesday 13 September 2016.

In response to a Member's question regarding the reduction in market share of cremations, the Superintendent advised that there was a large local Muslim population whose preference it was to use Muslim-specific cemeteries. However, the Superintendent believed that the market share might improve due

to an increasing local Eastern European Christian population. He added that Hindu and Sikh cremation and burial services were provided regularly.

In response to an additional question, the Superintendent advised that the legislation relating to the provision of burial and cremations for humans prohibited animals from being buried or cremated on the same site.

**RESOLVED** – That the positive progress made towards delivering the Open Spaces Departmental Business Plan 2015-18 be noted.

9. **PORT HEALTH & PUBLIC PROTECTION BUSINESS PLAN 2015-2018: PROGRESS REPORT (PERIOD 2)**

The Committee received a report of the Director of Markets and Consumer Protection that provided an update regarding the progress made against the Key Performance Indicators and objectives outlined in the Business Plan of the Port Health and Public Protection Division during August – November 2015.

In response to a question from the Deputy Chairman, the Director of Port Health and Public Protection advised that a meeting would be taking place with representatives from the United States Department of Agriculture shortly to discuss the animal transportation issues encountered with United Airlines.

**RESOLVED** – That the report be noted.

10. **PORT HEALTH AND ENVIRONMENTAL SERVICES COMMITTEE RISK - PORT HEALTH AND PUBLIC PROTECTION**

The Committee received a report of the Director of Markets and Consumer Protection regarding the risk management procedures in place within the Port Health and Public Protection Division.

In response to a Member's question regarding the target date to address Air Quality issues by December 2018, the Director of Port Health and Public Protection advised that many actions within the City of London Air Quality Strategy were being dealt with sooner but others, like those outside of the City Corporation's remit for instance, relied on consultation with other organisations and local authorities.

In response to a Member's concern regarding the risk to Repair Delays, currently amber, the Director of Markets and Consumer Protection advised that the performance of MITIE had improved. He added that the maintenance contract was due to be re-tendered next year.

**RESOLVED** – That the actions taken in the Department of Markets and Consumer Protection to monitor and manage effectively risks arising from its operations, be noted.

11. **CITY OF LONDON STANDARDS FOR HOUSES IN MULTIPLE OCCUPATION 2016**

The Committee considered a report of the Director of Markets and Consumer Protection that sought approval to the City of London Standards for Houses in Multiple Occupation 2016.

**RESOLVED** – That the City of London Standards for Houses in Multiple Occupation 2016 be approved.

12. **ANIMAL RECEPTION CENTRE - HEATHROW AIRPORT: ANNUAL REVIEW OF CHARGES**

The Committee considered a report of the Director of Markets and Consumer Protection that sought approval to the increase to be applied to the Schedule of Charges in respect of services provided at the Heathrow Animal Reception Centre (HARC) for 2016/17.

In response to a Member's suggestion to apply a higher increase, the Director of Port Health and Public Protection advised that the proposed charges were based on competition from Europe as well as within the United Kingdom and that officer hours involved in the handling of different species had been taken into account.

**RESOLVED** – That:-

- a) the proposed charges be adopted and applied at the HARC, with effect from 1 April 2016 or as soon as it is practicable thereafter;
- b) the proposed Byelaws be approved and that it be recommended to the Court of Common Council that the Byelaws be made; and
- c) the Comptroller and City Solicitor be instructed to seal the Byelaws accordingly.

13. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

In response to questions regarding rough sleepers within the City of London, Members were advised that the City of London Police were working closely with the Safer City Partnership at known locations of rough sleepers. One Member noted that she would provide details about how to report locations of rough sleepers to relevant Officers via the Town Clerk.

In response to a Member's question regarding unlicensed nut sellers, the Director of Port Health and Public Protection advised that Members and the public could report sellers via a 24 hour telephone line. Street Environment Officers were available 24 hours a day to attend reported locations of the unlicensed nut sellers.

14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

The Chairman advised that the dates for the following Committee events had been confirmed:-

- Annual River Inspection, 8 July 2016;
- Bi-Annual Cemetery and Crematorium Inspection, 13 September 2016 at 4:30pm;

- Annual Thames Fishery Experiment, 15 October 2016.

15. **EXCLUSION OF THE PUBLIC**

**RESOLVED** – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act.

16. **NON-PUBLIC MINUTES**

**RESOLVED** – That the non-public minutes of the meeting held on 24 November 2015 be approved.

Matters Arising

The Director of Port Health and Public Protection advised that an additional report regarding the extension of the additional office accommodation lease for the Port Health offices at Manorway House would be submitted to the next appropriate Committee meeting.

17. **PROPOSED CHARGES FOR STREET CLEANSING, WASTE COLLECTION AND PUBLIC CONVENIENCES 2016/17**

The Committee considered a report of the Director of the Built Environment that sought approval to the annual review of fees and charges for services provided by the City's Street Cleansing, Waste Collection and Public Convenience services for 2016/17.

**RESOLVED** – That the proposed new fees and charges for 2016/17 be approved.

18. **CEMETERY AND CREMATORIUM FEES, CHARGES AND MARKETING REPORT 2016/17**

The Committee considered a report of the Director of Open Spaces that sought approval to the annual review of fees and charges for the services provided at the City of London Cemetery and Crematorium in 2016/17.

**RESOLVED** – That:-

- a) the fees and charges for 2016/17, for implementation with effect from 1 April 2016, be approved; and
- b) the marketing activities undertaken in 2015 and those planned for 2016 for the Cemetery and Crematorium service be noted.

19. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were none.

20. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERED URGENT AND WHICH THE COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

There was none.

**The meeting closed at 12.30 pm**

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Chairman

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**Port Health & Environmental Services Committee – Outstanding Actions**

Item	Date	Action	Officer responsible	To be completed/ progressed to next stage	Progress Update
1.	7 July 2015	<b>Mobile Shredding Vehicles</b>	Director of Transportation and Public Realm	Ongoing	<p><b>July 2015 Position</b> An officer working group was to be established to consider the enforcement powers available against any breaches to legislation committed by the vehicles.</p> <p><b>November 2015 Update</b> Officers from Departments of the Built Environment and Markets &amp; Consumer Protection met with one of the major operators in the city. The meeting was very positive and they wish to work with the City to find a solution that works for both the City and Operators and are open to looking at their model of operations. A further meeting is being set up to focus on some specific locations which have caused recent problems.</p>

Item	Date	Action	Officer responsible	To be completed/ progressed to next stage	Progress Update
					<p><b>January 2016 Update</b> Positive meetings had been held with local companies regarding mobile shredding vehicles idling outside their offices. The companies had agreed to work with the City of London Corporation to think of ways to reduce the shredding vehicles' impact on air quality, such as the inclusion of internal shredding areas in new buildings. A meeting with a prominent Mobile Shredding company was due to take place on Monday 11 January 2016. The outcome of this and future meetings would be reported back to the Committee.</p> <p><b>March 2016 Update</b> Officers met with the main shredding operator in the City on the 11<sup>th</sup> January as planned. Only 40% of their customers are 'shred on site' and a large</p>

Item	Date	Action	Officer responsible	To be completed/ progressed to next stage	Progress Update
					<p>number of these have the shredding carried out on private land. They want to move to 100% off site shredding although this may take some time due to existing contracts/customer expectations. City Officers will help the company to put a case together to market customers (reduced CO2/NO2 emissions, corporate responsibility, cost savings, security, etc.). In the short term we will continue to look at locations (such as Lothbury) where they do shred on site on street and find alternative parking locations where the noise and emissions have less impact on residents and City Users.</p> <p>Officers attending the Clean City Awards ceremony on 29<sup>th</sup> January raised awareness of the impacts of shredding on site with City businesses.</p>

Item	Date	Action	Officer responsible	To be completed/ progressed to next stage	Progress Update
2.	19 January 2016	<b>Heathrow Animal Reception Centre (HARC) Annual Review of Charges</b>	Comptroller & City Solicitor	March 2016	The Schedule of Charges to be adopted by HARC from 1 April 2016 were agreed by your Committee in January 2016 and will be considered by the Court of Common Council for final approval at its meeting on 3 March 2016.

# Agenda Item 5

<b>Committee:</b>	<b>Date:</b>
Finance Committee	16 February 2016
Policy & Resources Committee	18 February 2016
Education Board	3 March 2016
Epping Forest and Commons Committee	7 March 2016
Culture, Heritage and Libraries	7 March 2016
Efficiency and Performance Sub-Committee	7 March 2016
Port Health & Environmental Services Committee	8 March 2016
Property Investment Board	9 March 2016
Planning & Transportation Committee	10 March 2016
Community & Children's Services Committee	11 March 2016
General Purposes Committee of Aldermen	15 March 2016
Barbican Centre	16 March 2016
<b>Subject:</b>	<b>Public</b>
Income Generation - Report of a Cross-Cutting Service Based Review	
<b>Report of:</b>	<b>For Decision</b>
The Chamberlain (on behalf of the Performance and Strategy Summit Group)	
<b>Report author:</b>	
Susan Baxter, Town Clerk's Department	

## Summary

A cross-cutting review of the potential for the City Corporation to exploit new sources of income was commissioned as part of the Service Based Review programme. The review was undertaken from April - September 2015, with a final report cleared by the Chief Officers Summit Group in January 2016. A summary of the review report and its recommendations are attached at Appendix 1.

The review found that there are:

- Opportunities to increase certain fees and charges to bring income into greater alignment with costs, in line with the approach taken in London local authorities;
- Opportunities to drive increased income from a more entrepreneurial approach in certain areas;
- Limited scope to increase revenues from public sector grants
- Potential opportunities to unlock increased corporate sponsorship and private giving to the benefit of the City's cultural and artistic institutions by taking a more co-ordinated approach.

## Recommendations

The **Finance Committee** is asked to agree the overall report and all of its recommendations.

The **Policy & Resources Committee** is asked to agree the overall report and all of its recommendations.

**All Committees** are asked to endorse the overall report.

The **Planning & Transportation Committee** is asked to:

- a) approve headline recommendation 1 (“Harmonise the approach to setting all charges, fees and debt recovery for City Fund services with those of other relevant authorities within 12 months, unless a compelling business case is agreed for individual exceptions.”)
- b) approve the introduction of Planning Performance Agreements to increase income from Development Control services (detailed recommendation a); and
- c) agree to review options to maximise full deployment of capacity and increase charges to align with neighbouring authorities / NCP charges to increase income from off-street parking (detailed recommendation b).

The **Education Board** is asked to note detailed recommendation i) (“that the Department of Community & Children’s Services lead the preparation of a business case presenting options, costs, resources, risks and timetables for establishing the commercial expansion of central support services tied to the expansion of academy schools over the next one to three years”).

The **Culture, Heritage and Libraries Committee** is asked to:

- a) endorse headline recommendation 5 (“That a feasibility study be commissioned to explore the potential cost-benefits of adopting a more co-ordinated approach to securing commercial sponsorship for the City’s cultural, heritage and arts institutions with the long term aim of ensuring they become less dependent upon public funding”);
- b) agree detailed recommendation c) (“that the Department of Culture, Heritage & Libraries prepare options to review charging and income generation opportunities from the City Corporation’s museums and galleries”); and
- C) endorse the recommendation g (“to adopt a proactive approach to marketing the Corporation’s filming locations ensuring consistent coverage of professional film location handling services services across the Corporation’s entire land and property portfolio”) and endorse the proposal to seek income from filming commercials on Tower Bridge.D) agree detailed recommendation j) (“that the Department of Culture, Heritage & Libraries commission a marketing consultancy to explore ways in which the City’s offer to visitors can be better developed, co-ordinated and promoted to increase revenues to the City Corporation”).

The **Efficiency and Performance Sub-Committee** is asked to agree headline recommendation 1) (“Harmonise the approach to setting all charges, fees and debt recovery for City Fund services with those of other relevant authorities within 12 months, unless a compelling business case is agreed for individual exceptions.”)

The **Port Health & Environmental Services Committee** is asked to:

- a) agree detailed recommendation d) (“that the Department of Markets & Consumer Protection prepare a business case for expanding the animal transit and inspections services to London’s airports on a more commercial basis to maximise potential income”); and
- b) agree detailed recommendation h) (“that the Department of Markets & Consumer Protection prepare a business case for maximising the commercial potential of business regulatory advisory services via the Primary Authority

partnership model”).

The **Community & Children’s Services Committee** is asked to agree detailed recommendation i) (“that the Department of Community & Children’s Services lead the preparation of a business case presenting options, costs, resources, risks and timetables for establishing the commercial expansion of central support services tied to the expansion of academy schools over the next one to three years.”)

The **Barbican Centre Board** is asked to:

- a) endorse headline recommendation 5: (“That a feasibility study be commissioned to explore the potential cost-benefits of adopting a more co-ordinated approach to securing commercial sponsorship for the City’s cultural, heritage and arts institutions with the long term aim of ensuring they become less dependent upon public funding”);
- b) note detailed recommendation j) (“that the Department of Culture, Heritage & Libraries commission a marketing consultancy to explore ways in which the City’s offer to visitors can be better developed, co-ordinated and promoted to increase revenues to the City Corporation”).

The **Property Investment Board** is asked to agree detailed recommendation e (“That the City Surveyor prepares a business case for the relevant Committees presenting options, costs, resources required, risks and timetables for establishing an “intelligent client” service for public bodies seeking to manage and develop their property assets.”)

The **General Purposes Committee of Aldermen** is asked to endorse the recommendation g (“to adopt a proactive approach to marketing the Corporation’s filming locations ensuring consistent coverage of professional film location handling services services across the Corporation’s entire land and property portfolio”), noting the specific reference to actively marketing Mansion House as a filming location.

The **Epping Forest and Commons Committee** is asked to endorse the recommendation g (“to adopt a proactive approach to marketing the Corporation’s filming locations ensuring consistent coverage of professional film location handling services services across the Corporation’s entire land and property portfolio”), noting the specific reference to the opportunity to in relation to Burnham Beeches.

## **Main Report**

### **Background**

#### 1. The review:

- Benchmarked the City Corporation’s income in relation to costs for its public services against those of London local authorities (on a consistent basis and taking account of the differences in scale);
- Assessed the opportunities to increase revenues from a more commercial approach to providing services;
- Assessed the scope to increase income from public grants and
- Considered the scope to increase income from commercial sponsorship and donations, particularly for the cultural and artistic initiatives.

## **Current Position**

2. In relation to the City Corporation's income from fees, charges and reclaimable costs from its public services, the City Corporation compares favourably with London local authorities in over half of London's services which are almost wholly self-financing. The areas of Off-street Parking, Development Control and Museums & Galleries offer the greatest opportunities for increasing charges to achieve levels more approaching London averages for cost-efficiency.
3. Upwards of £3m in additional income could be derived by taking a more overtly commercial approach to expanded services in several areas, the top three being:
  - Animal transit and inspections at London's airports
  - Property services: provision of an 'intelligent client' service for public bodies seeking to manage and develop their property assets
  - Venue hire and events management
4. Different commercial models would be deployed according to the nature of the service and certain of the City Corporation's decision-making processes and operating procedures might require adjustment to enable these services to operate with optimum commercial efficacy.
5. There is limited scope to drive significant additional income from domestic and EU public sector grants, since these sources are geared towards supporting new public sector initiatives and/or special needs – which the City Corporation does not generally tend to focus on due to its relatively small scale and its customer base as a public authority.
6. There is more scope to work in partnership with the City's cultural and artistic institutions to take a more structured and co-ordinated approach to securing corporate sponsorship and giving. This might unlock levels of funding and patronage that organisations are currently unable to secure at an individual level.

## **Options, Proposals and Implications**

7. These are set out for each of the areas identified above in the tables of recommendations at Appendix 1.

## **Appendix**

Appendix 1 - Income Generation Cross-Cutting Review: Summary & Recommendations.

## **Background Papers**

A copy of the full report and its Annexes is available to Members as a PDF on the intranet at: <http://vmtcapp12/documents/s60865/IncomeGenerationFullReport.pdf> PDF and paper copies are also available on request from the Committee and Member Services Team.

**Sue Baxter**, Partnership Advisor, Town Clerk's Department  
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# INCOME GENERATION CROSS CUTTING REVIEW : SUMMARY

## WHY INCOME GENERATION MATTERS FOR THE CITY CORPORATION

The Square Mile has long been a premiere global destination for financial and blue chip businesses and in more recent years, increasing numbers of new visitors and tourists who have come to enjoy its world class attractions and cultural events. The completion of Crossrail in the next 2-3 years will bring the City within even easier reach of millions more businesses, workers and visitors. Ensuring the Square Mile continues to flourish as an engaging economic engine in a constantly evolving geo-political, financial, social and cultural environment brings ever changing challenges and opportunities for the City Corporation to extend its reach, impact and income. The current agenda of rapidly diminishing public sector financing, rising public expectations of transparency in governance, ambitions to create a cultural hub in the Square Mile, potentially with a new world class Centre for Music, means that taking a fresh look at the City Corporation's approach to income generation will help to maximise its full potential, achieve its ambitions, reduce the need to cut resources and embrace best commercial and public sector practice.

## SCOPE OF THE REVIEW

This report summarises the conclusions of an exercise between May - October 2015 to assess the potential to increase income from a variety of sources. The review aimed to:

1. Compare the City Corporation's income from fees, charges and debt recovery with that of London local authorities on a service-by-service basis for 2013/14 (the latest year for which comparisons were available)
2. Identify areas where fees, charging and debt recovery could be set in greater alignment with the approach taken elsewhere in London to increase income for the Corporation
3. Highlight the potential for more effective commercial exploitation of some of the City's services and the organisational implications for achieving optimum returns
4. Assess the extent to which the City Corporation might benefit from additional public funds and grants which have previously not been explored
5. Assess the potential to secure greater private sector sponsorship to support the City Corporation's priorities and the implications for the organisation.

Excluded from the review were issues which are (or have been recently) considered elsewhere:

- Use of property assets: this is subject to a separate cross-cutting review
- Measures to review business rates: the Business Rates Premium is under consideration as part of the budget setting process for the City of London Police
- Community Infrastructure Levy (CIL): the CIL rates have recently been set at a deliberately lower rate than elsewhere in central London but this may be reviewed by the Department for the Built Environment
- The Corporation's current policy against advertising hoardings around the Square Mile: this currently remains a priority for retention by Members, although it merits periodic review in relation to income potential, particularly in relation to public information
- Departmental efficiency savings: these are covered by departmental service based reviews.

## HEADLINE FINDINGS

### STATUTORY SERVICES

**The City Corporation boasts some unique strengths but increased income could be achieved in other areas if an approach to setting fees, charges and debt recovery was aligned to and regularly benchmarked against London local authorities.**

From an assessment of comparable categories of public authority spending, the City Corporation is most distinguished from London local authorities in relation to its significantly higher City Fund-related income derived from its property portfolio, its ‘theatres’ (as a result of the Barbican Centre), its ‘port health functions’ (as a result of the Animal Reception Centre) and from its ‘cemetery and cremation services’ (these spending categories are set and defined by the Revenue Outturn Returns reporting process.) These City Fund services alone generate £34m more than the London average for the equivalent services. Other City Corporation services, such as on-street parking and trade waste also do well when income is compared to costs in areas which are readily comparable. However, it would be possible to raise even more by increasing the rate of return on investment to levels which proportionately match the London local authority average in relation to the following services:

- Off street parking
- Development control
- Museums & galleries  
(in relation to the Guildhall Art Gallery, the Amphitheatre, the Roman Bath House and the Museum of London grant – ie the budgets included within this City Fund category.)

### COMMERCIAL ACTIVITY & MARKETING

**There is scope to refocus and expand some of the City Corporation’s services which already have a commercial or recharged element. This could increase income by around £3m and would also demonstrate the City Corporation’s commercial acumen to public and private sector stakeholders.**

The City Corporation could maximise its earning potential and its reputational credibility as a public authority by working more adeptly in an increasingly commercial and competitive public sector environment. Current commercial offers across the City Corporation have evolved incidentally over time, resulting in a somewhat ad hoc and low key market presence. Whilst some services are more focussed than others on generating revenues, there is scope to augment income if the Corporation takes a fresh look at its commercial and marketing approach to services with income potential, most significantly in the areas of:

1. Animal transit & inspections at London’s airports
2. Property services: An “intelligent client” service for public bodies seeking to manage and develop their property assets
3. Venue hire and events management
4. Film location services
5. Business regulatory advisory services – via the “Primary Authority” partnership model
6. Central support services (especially for potential future academy schools)

The success of greater commercialisation in the above areas would be reliant upon a more purposeful and corporately coherent approach to their direction, promotion and support (including investment, resourcing and professional services). However, the specific form and

structure of the commercial presentation of these services to the market will vary according to the circumstances of each specific case.

## **PUBLIC SECTOR GRANTS**

**There is no significant scope to increase income from mainstream domestic grants. However, there is potential to apply for a wider range of competitive UK and EU programmes but these are geared more towards new initiatives than to supporting core business.**

The relatively small scale and wealthy nature of the City detracts from its capacity to attract substantial income other than the mainstream local authority grants from central government. However, there are approximately 20 domestic sources of funding (such as the Heritage Lottery Fund in relation to historic buildings) and 13 EU programmes which could fund the Corporation's more experimental projects, such as the Safe & Smarter City Programme. These are aimed principally at enabling new initiatives and innovative ways of working (for example, many of the performing organisations which perform at City venues and festivals benefit from Arts Council England grants) rather than at meeting shortfalls in domestic mainstream funding. These programmes often require 'match-funding' although if projects are carefully constructed, match-funding can comprise existing budgets. Many larger local authorities run EU funded projects to highlight their initiative and participation on a wider stage. The Corporation has directly led a few EU funded projects within the last five years (mainly to support employment and policing) but none are currently live.

## **CORPORATE SPONSORSHIP & PRIVATE GIVING**

**As public funding for culture, heritage and the arts in London drops sharply, there is scope to help the City's organisations operating in these areas secure increased commercial sponsorship.**

There is potential to lead the establishment of a more co-ordinated approach to fund-raising and seeking commercial sponsorship, while respecting the sensitive nature of sharing development contacts nurtured over long periods of time. A more structured and co-ordinated approach supported by the City Corporation might be able to unlock significant funds and patronage which smaller, individual organisations or different parts of the City Corporation are currently unable to secure on a piecemeal basis. Positive involvement by the City in developing major contacts for new projects, particularly as the plans for a new Museum of London and a world-class Centre for Music develop, would require a wholly different level of private support.

## HEADLINE RECOMMENDATIONS

Recommendations	Committee approval
<p>1. <b>Harmonise the approach to setting all charges, fees and debt recovery for City Fund services with those of other relevant authorities within 12 months, unless a compelling business case is agreed for individual exceptions.</b></p>	<ul style="list-style-type: none"> <li>- Policy &amp; Resources Committee;</li> <li>- Finance Committee;</li> <li>- Performance &amp; Efficiency Sub Committee;</li> <li>- Relevant service committees</li> </ul>
<p>2. <b>Review annual performance of income recovered in relation to costs for all services from which income can be derived, benchmarking performance against London local authorities.</b></p>	<ul style="list-style-type: none"> <li>- Finance Committee;</li> <li>- Performance &amp; Efficiency Sub Committee;</li> <li>- Relevant service committees</li> </ul>
<p>3. <b>Commission business cases containing business model options to maximise the short, medium and longer term commercial income</b> from:</p> <ul style="list-style-type: none"> <li>▪ Animal transit &amp; inspections at London’s airports</li> <li>▪ Property services: An “intelligent client” service for public bodies seeking to manage and develop their property assets</li> <li>▪ Venue hire and events management – following a steer from Members on principles for free and subsidised venue hire</li> <li>▪ Film location services</li> <li>▪ Central support services (targeting future CoLC academy schools)</li> <li>▪ Business regulatory advisory services – via the “Primary Authority” partnership model</li> <li>▪ Development of a co-ordinated and marketed City ‘heritage offer’</li> </ul>	<ul style="list-style-type: none"> <li>- Policy &amp; Resources Committee;</li> <li>- Finance Committee;</li> <li>- Relevant service committees</li> </ul>
<p>4. <b>Decide which commercialised services to implement, if any, on the basis of the business cases prepared.</b> Agree an appropriate business model for each case agreed and any associated broader organisational changes which are required to accommodate and support the commercial activity.</p>	<ul style="list-style-type: none"> <li>- Policy &amp; Resources Committee;</li> <li>- Finance Committee;</li> <li>- Relevant service committees</li> </ul>
<p>5. <b>Commission a feasibility study to explore the potential cost-benefits of adopting a more co-ordinated approach to securing commercial sponsorship for the City’s cultural, heritage and arts institutions</b> with the long term aim of ensuring they become less dependent upon public funding.</p>	<ul style="list-style-type: none"> <li>- Policy &amp; Resources Committee;</li> <li>- Finance Committee;</li> <li>- Relevant service committees</li> </ul>

## PUBLICLY FUNDED SERVICES - BENCHMARKING FEES, CHARGES & RECLAIMABLE COSTS : DETAILED RECOMMENDATIONS

Headline recommendations	Actions	Timescales
1. Harmonise the approach to setting all charges, fees and debt recovery for City Fund services with those of other relevant authorities within 12 months, unless a compelling business case is agreed for individual exceptions.	All departments: All officers responsible for recovering fees, charges and debts to review CoLC charging & recovery policies / practice in relation to those applied by individual neighbouring or relevant London boroughs and recommend any changes to their respective committees.	Immediate
2. Review annual performance of income recovered in relation to costs for all services from which income can be derived, benchmarking performance against other London local authorities.	Chamberlain's: <ul style="list-style-type: none"> <li>▪ Maintain a central overview of full service costs and income, ensuring that systems used to apportion income and expenditure to City's Cash and City Fund do not make the City Corporation appear unduly inefficient.</li> <li>▪ Commission annual supplementary analysis from CIPFA drawn from "Income Generation Comparative Profiles" derived from revenue outturn returns to Government</li> <li>▪ Analyse significant differences and the underlying reasons and propose relevant recommendations in collaboration with relevant departments.</li> </ul>	Immediate

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Detailed Recommendations	Actions	Timescales
<b>a) Development Control</b>		
Consider the introduction of Planning Performance Agreements	Department of Built Environment (DBE) to propose options.	Immediate
<b>b) Off-street parking</b>		
Review options to maximise full deployment of capacity and increase charges to align with neighbouring authorities / NCP charges.	DBE to propose options for maximising capacity and adjusting charging on an annual basis, following any necessary upgrades to car parks.	Immediate
<b>c) Museums &amp; galleries</b>		
Review charging and income generation opportunities to increase revenues.	Department of Culture, Heritage & Libraries to propose options to increase income.	Immediate

## CORPORATE COMMERCIAL ACTIVITY : DETAILED RECOMMENDATIONS

Headline recommendations	Actions	Timescales
<p>3. <b>Commission business cases containing business model options to maximise the short, medium and longer term commercial income</b> from:</p> <ul style="list-style-type: none"> <li>▪ Animal transit &amp; inspections at London’s airports</li> <li>▪ Property services: An “intelligent client” service for public bodies seeking to manage and develop their property assets</li> <li>▪ Venue hire and events management</li> <li>▪ Film location services</li> <li>▪ Business regulatory advisory services – via the “Primary Authority” partnership model</li> <li>▪ Central support services (targeting future CoLC academy schools)</li> </ul> <p>Recommended business models should set out:</p> <ul style="list-style-type: none"> <li>- Anticipated additional annual income against additional costs and/or other resources required</li> <li>- Additional organisational changes or services required to enable and support the commercial activity, including any additional central support</li> <li>- The scope of commercial ‘autonomy’ sought by the service in relation to the relevant department/s and committee/s; a viable proposition for the apportionment of central costs and overheads and relevant commercial incentives (eg retention of surpluses generated)</li> </ul>	<p>Income Generation Review implementation process to propose a framework for adopting and supporting a more commercial approach in the areas outlined in Recommendation 3. This should include operational proposals for:</p> <ul style="list-style-type: none"> <li>- Prioritising investment to increase revenue-generating activities</li> <li>- Retention of revenues for business reinvestment</li> <li>- Apportionment of central costs</li> <li>- Longer term options for establishing formal trading vehicles in appropriate cases.</li> </ul>	<p>Starting immediately and spread over the next year.</p>
<p>4. <b>Decide which commercialised services to implement, if any, on the basis of the business cases prepared.</b> Agree an appropriate business model for each case and any associated broader organisational changes required to accommodate and support the commercial activity.</p>		

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Detailed recommendations	Actions	Timescales
<p>d) <b>Animal transit &amp; inspections at London’s airports</b></p>	<p>Dept Markets &amp; Consumer Protection to prepare a business case to the relevant Committees presenting options, costs / resources required, risks and timetables for establishing the commercial proposition as outlined.</p>	<p>Immediate</p>
<p>e) <b>Property services: Management of property assets &amp; development works</b></p>	<p>City Surveyor’s to prepare a business case to the relevant Committees presenting options, costs / resources required, risks and timetables for establishing the commercial proposition as outlined.</p>	<p>Within 1 year</p>
<p>f) <b>Venue hire &amp; events management</b></p>	<p>Income Generation Review implementation process to deliver a business case with options for a tighter, more integrated corporate commercial offer which addresses:</p> <ul style="list-style-type: none"> <li>- Pricing policy in relation to principles for free and subsidised hire (who, when and why) and which draws on models pursued elsewhere (eg charging on the basis of per person per hour) – following a steer by Members</li> <li>- Core terms and conditions of hire for incorporation into all hire contracts which cover the Corporation’s risks and liabilities associated with the commercial hire of its venues – under the auspices of the City Events Management Group proposed by the Hospitality SBR (provided this is agreed)</li> </ul>	<p>Within 1 year</p>

	<ul style="list-style-type: none"> <li>- Functions, resources and expertise which might be shared to increase business, reduce duplication and plug gaps – under the auspices of the City Events Management Group proposed by the Hospitality SBR (provided this is agreed)</li> <li>- Identification of additional venues and grounds which could be hired out + any associated investments needed to bring them into use – under the auspices of the City Events Management Group proposed by the Hospitality SBR (provided this is agreed)</li> </ul>	
<b>g) Film Location Services</b>		
Adopt a proactive (rather than reactive) approach to marketing the Corporation’s filming locations.	<ul style="list-style-type: none"> <li>- Income Generation Review Implementation Manager to prepare a business case to increase staff resources by one or two additional people in the Film Team on a 2 year trial basis - the arrangement to be assessed after 2 years in relation to the additional revenues generated. (There is a particular need to market the Mansion House actively as a film location to turn around industry perceptions that filming is not allowed there.)</li> <li>- Enlarged Film Location Services team to prepare a comprehensive prospectus of all the City’s potential filming assets (both within and outside the Square Mile) working closely with City Surveyors and Open Spaces to identify and document potential locations and indicative filming charges. This might be done as an internship project in partnership with the London Film School or University of Arts London more widely. Corporation venues also available for hire should be signalled and promoted prominently.</li> </ul>	Immediate
Ensure consistent coverage of professional film location handling services across the Corporation’s entire land and property portfolio.	<ul style="list-style-type: none"> <li>- Enlarged Film Location Services team to establish a consistent charging policy and service across the entire land and property portfolio of the City Corporation, working closely with the relevant governing Trusts or leaseholders. (Burnham Beeches, due to its proximity to Pinewood Studios, has particular potential to generate more filming income.)</li> </ul>	Within 1 year
Seek income from filming commercials on Tower Bridge.	Income Generation Review Implementation Manager to propose rescinding the blanket ban on filming commercials on Tower Bridge in favour of an approach which considers the merits of every application (which would be consistent with the approach taken for all other filming and hospitality applications to use the Bridge).	Immediate
<b>h) Business regulatory advisory services – via the “Primary Authority” partnership model</b>	Dept Markets & Consumer Protection to prepare a business case to the relevant Committees presenting options, costs / resources required, risks and timetables for establishing the commercial proposition outlined in this report.	Immediate
<b>i) Central support services – especially tied to the expansion of academy schools</b>	Dept Community & Children’s Services to lead preparation of a business case to the relevant Committees presenting options, costs / resources required, risks and timetables for establishing the commercial proposition outlined in this report.	1 – 3 years
<b>j) Development of the City’s heritage offer</b>	Dept Culture, Heritage & Libraries (in consultation with the workstream to develop the cultural hub) to commission a marketing consultancy to explore ways in which the City’s offer to visitors can be better developed, co-ordinated and promoted, leading to increased revenues to the City Corporation.	Within 1 year

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<b>Committee:</b> Port Health and Environmental Services	<b>Date:</b> 8 March 2016
<b>Subject:</b> Bishopsgate Bin Trial	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Information</b>

## Summary

This report details the outcomes of the long-term bin trial carried out in Bishopsgate from May to November 2015 and advises the Committee of the future plans for bins in Bishopsgate.

## Recommendations

The Committee is asked to note the report.

## Main Report

### Background

1. The City's current position regarding litterbins is that they are only provided in seated areas or in locations where it can be demonstrated that they are cost effective and improve street cleanliness standards. Bishopsgate is a unique location within the City in that is both a busy transport hub and has a vibrant night-time economy.
2. In August and September 2013, the Cleansing Service conducted an initial trial in Bishopsgate to ascertain whether the installation of litterbins would improve the overall condition of the street environment. This was completed utilising the existing stock of standard open top bins. The results of this initial trial were encouraging and it was agreed that a subsequent longer-term trial would be carried out using the new Big Belly Solar Compactor bins as the original open top bins lacked the capacity needed at times of peak footfall and also resulted in litter being blown from them on windy days.
3. In May 2015, and in agreement with Transport for London (the highway authority responsible for highway infrastructure in Bishopsgate), nine Big Belly Bins were installed along Bishopsgate at the places indicated in Appendix A.

### Current Position

4. Throughout the trial period the degree to which Bishopsgate was littered was assessed using the Defra National Indicator 195 methodology in accordance with the grading schedule set out in Appendix B. These surveys were carried out by our Street Environment Team and supplemented by independent inspections by Keep Britain Tidy. The results from these surveys were compared to the two-week baseline survey that was carried out using the same methodology in early May 2015 before the bins were installed.
5. As can be seen in the table below, the data showed that there was a consistent increase of 5.4% in the number of A and B+ grade inspections and an almost

corresponding reduction (4.5%) in the number of B- and C grade inspection results. No D grade inspections were recorded at any point during the trial.

Grade	Without Bins	With Bins	Change
A	0.40%	3.90%	3.50%
B+	1.50%	3.40%	1.90%
B	74.30%	73.30%	-1%
B-	9.70%	8.70%	-1%
C	14.20%	10.70%	-3.50%
D	0.00%	0.00%	0.00%

6. Officers have regularly discussed the trial installation of the bins with Amey management and operatives at the weekly and monthly meetings held. Overall, the general feedback has been extremely positive, with the consensus being that not only have improvements been noticed in the street scene, but also a consistently attainable and efficient routine to service the bins has been implemented.
7. A survey of businesses along Bishopsgate has been conducted by the Street Environment Team to gauge their opinions of the bins trial. Overall the bins have been well received with 69% believing they have reduced the amount of general litter and 70% believing it reduced smoking related litter. 88.5% of businesses want the bins to remain in place.
8. As the Big Belly Bins automatically record and report fill status alongside the amount of times they are emptied we are able to monitor and compare the usage for each bin. We will be able to identify any units being underused and can relocate to areas where they will be more effectively utilised. During the course of the trial the usage per bin was monitored and found to be consistently efficient with each bin being emptied an average of just over once a day as shown in Appendix C.
9. Prior to the trial, concerns were raised by Officers regarding the potential for illegal disposal of commercial waste by way of fly tipping around the litterbins. This was monitored during the trial period and was not found to be a significant issue.
10. Due to the restrictive nature of the street infrastructure in Bishopsgate we have been previously unable to site as many cigarette butt bins there as Officers consider necessary. In addition to the improvement in the general street environment, the installation of Big Belly Bins has enabled us to install 18 additional cigarette ashtrays on these bins in Bishopsgate enabling smokers to dispose of their cigarette responsibly.

## Proposals

11. As the trial has been considered successful, with a reduction in the amount of littering and an increase in the provision of on street ashtrays officers will be retaining the bin provision in Bishopsgate. The usage of the bins will continue to be monitored to ensure the quantity of bins and standard of cleanliness are optimal.

## Corporate & Strategic Implications

12. This trial has shown an improvement in the standard of cleanliness in Bishopsgate which supports the corporate objective of providing a modern, efficient and high quality local service and within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes.

## Implications

13. It must be noted that the provision of any on street litterbins has a slight negative effect on the City's recycling rate. Waste collected on street is classified as residual domestic waste and is added to the weight of waste collected from domestic properties. Due to the low number of residential households in the City compared to our large transient workday population, our on street waste has a disproportionate effect on these figures than it would in other local authorities. As the waste from the litterbins in Bishopsgate is collected along with other domestic waste we do not record the weight of this waste separately, however it is estimated that this could be in the region of a tonne per week that would decrease our current recycling by less than 1%.
14. On average these bins have been emptied just over once per day. We have been able to utilise the current resources within the contract to complete this extra work, partly because the bins are close together and therefore crews do not incur significant travel time between them.
15. The cost for the on-going maintenance of the Big Belly Bins, approximately £1,500 each year, is covered by existing Local Risks budgets but consideration will have to be given to the need to make a bid for capital funding for bin replacements in around five to six years. The cost of each unit is currently £4,300 including commissioning and software.

## Conclusion

16. The bins have had a positive effect on the street environment in Bishopsgate and have been well received by businesses in the area. They work in Bishopsgate because of the specific conditions of the area but it should not be automatically assumed that because they work in Bishopsgate litterbins should be introduced across the City. Officers will continue to monitor areas where littering is considerable and will instigate bin trials when appropriate. The aim will continue to be reaching and maintaining the optimum balance between providing disposal facilities for public, utilising the right bins, recycling rates and optimum use of resources.

## Appendices

Appendix A: Location of trial bins in Bishopsgate

Appendix B: NI195 Litter Grading: Defra Cleanliness National Indicator Manual

Appendix C: Big Belly Bins Bishopsgate Efficiency Report

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Appendix A: Location of trial bins in Bishopsgate

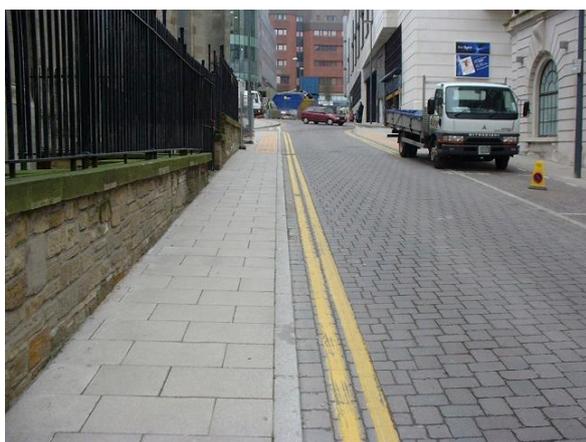


## Appendix B - NI195 Litter Grading: Defra Cleanliness National Indicator Manual

There is no statutory definition of litter. The Environmental Protection Act 1990 (s.87) states that litter is *'anything that is dropped, thrown, left or deposited that causes defacement, in a public place'*. This accords with the popular interpretation that 'litter is waste in the wrong place'. However, local authority cleansing officers and their contractors have developed a common understanding of the term and the definition used for NI195 (and for the LEQSE) is based on this industry norm.

Under Section 98(5A) of the Environmental Protection Act 1990, certain discarded smoking-related materials (cigarette ends, etc.), and discarded chewing gum and the results of other products designed for chewing, are specifically stated to be items of litter. However, whilst both are litter when they are dropped (i.e. the dropper could be prosecuted under Section 87 of the Environmental Protection Act 1990 for leaving litter), the standards in the Code of Practice on Litter and Refuse do not apply to trodden-in chewing gum. Duty bodies are not required to employ special cleansing methods to remove compacted gum or gum staining over and above normal cleansing regimes.

Litter may also include putrescible or clinical wastes, or faeces such as dog, bird and other animal faeces. **Note** - This definition is aligned with the opinion of most members of the public who regard faeces - especially dog faeces - as comprising litter. For the purposes of NI195, recent leaf and blossom falls are **excluded** from the definition of litter.



**GRADE A** - no litter or refuse



**GRADE B** - predominantly free of litter and refuse except for some small items

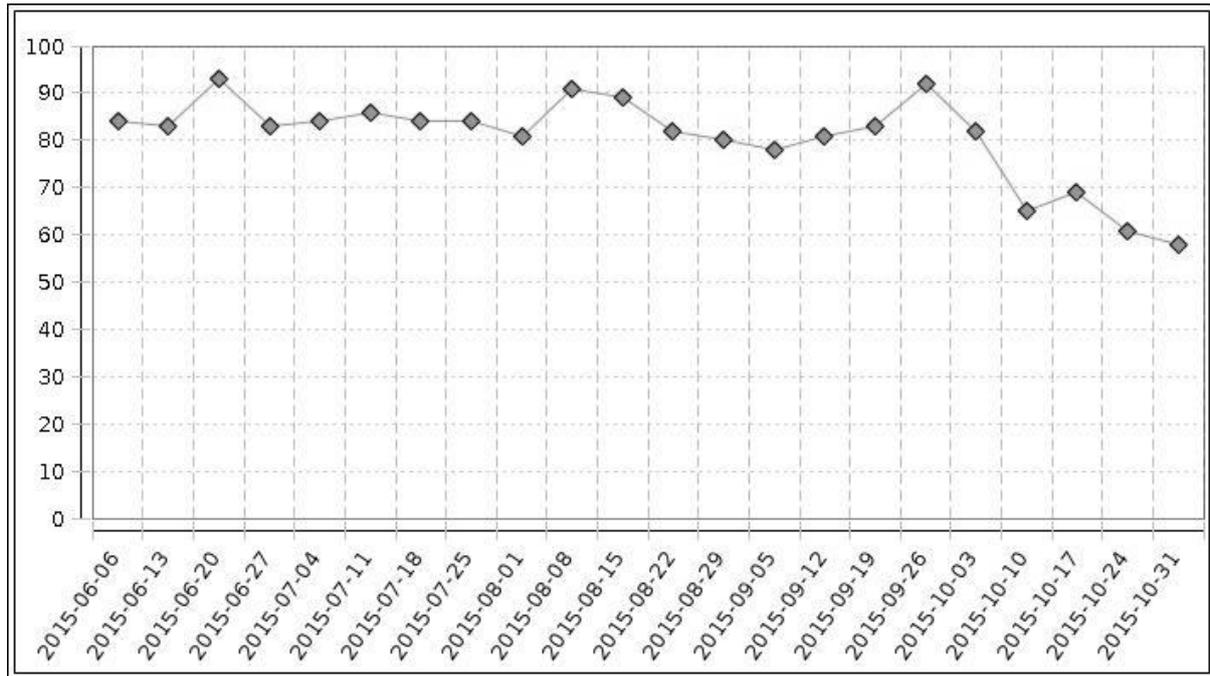


**GRADE C** - widespread distribution of litter and refuse, with minor accumulations



**GRADE D** - heavily littered, with significant accumulations

Appendix C – Big Belly Bins Bishopsgate Efficiency Report



Week	Total Emptied Green	Total Emptied Yellow	Total Emptied Red	Efficiency Percentage
2015-06-06	13	67	3	84
2015-06-13	14	64	7	83
2015-06-20	5	72	5	93
2015-06-27	17	78	6	83
2015-07-04	16	75	15	84
2015-07-11	13	63	20	86
2015-07-18	15	73	8	84
2015-07-25	14	71	8	84
2015-08-01	18	74	7	81
2015-08-08	8	79	9	91
2015-08-15	10	67	14	89
2015-08-22	17	71	10	82
2015-08-29	17	63	7	80
2015-09-05	20	67	5	78
2015-09-12	18	70	7	81
2015-09-19	13	62	5	83
2015-09-26	8	83	11	92
2015-10-03	16	64	9	82
2015-10-10	34	59	5	65
2015-10-17	29	62	4	69
2015-10-24	33	47	5	61
2015-10-31	46	59	7	58

<b>Committee(s):</b>	<b>Date(s):</b>
Port Health and Environmental Services Committee	08 March 2016
<b>Subject:</b> Burial Space Plan for the City of London Cemetery	<b>Public</b>
<b>Report of:</b> Director of Open Spaces	<b>For Information</b>

## Summary

The City of London Cemetery has been receiving burials since June 1856 and is largely full on its current footprint.

This site is both a busy working cemetery and a valuable Grade I listed green space steeped in local history and nature. The cemetery also encapsulates and respects over 150 years of funerary culture.

This report sets out the current position with regard to available burial space and burial options and also sets of a plan for the next 15+ years of provision. This includes the extra burial space that the shoot area will provide.

The report also set out the plans for grave reuse and how it should allow the cemetery to become sustainable for future burials.

## Recommendation(s)

Members are asked to:

- Note this report

## Main Report

### Background

1. The City of London Cemetery received its first burial on the 28<sup>th</sup> June 1856 and since then has been the burial place for over half a million Londoners. This means that even with a very large cemetery, finding burial space is a significant challenge and an issue that becomes more acute each year.
2. During the early days of the cemetery, when burial was the only option for the disposal of the dead, we carried out many thousands of funerals each year. Indeed, by 1909 a report to committee highlighted that over 300,000 burials had already taken place; the number of burials now stands at over 512,000 burials in over 153,000 graves. However, since its peak in 1871 when there were 9807 burials, numbers have steadily declined and now stand at around 1,000 each year, half of which are in existing family graves.

3. When a grave is purchased, the owner purchases the Exclusive Rights of Burial within the grave for a set period of time and at the same time chooses how many burials the grave will be for. Therefore the figures above make reference to the amount of burials each year in new graves and those in graves that have already been purchased by a family.
4. The City of London Cemetery is the major provider for burials in the area, and the site is also a beautiful historic landscape and is included in the English Heritage 'Register of Historic Parks and Gardens of special historic interest in England'. The Grade I listing of exceptional interest recognises that the landscape "represents the apogee of public cemetery design".
5. In 2004 a match funded Heritage Lottery Grant allowed the City Corporation to develop a Conservation Management Plan for the site which sets the scene and guides the way that we manage grave provision and grave reuse to this day.
6. Grave reclamation and reuse is possible at the City of London Cemetery for graves that have not received a burial in over 75 years and where there is no objection from the registered grave owner or the family of the persons buried. There is a 6 month public notification period whereby objections can be raised. If no objection is raised during that time the exclusive rights of burial are then extinguished by the City of London Corporation, the process is known as the reclamation of graves. Once a grave has been reclaimed, it can then be reused.

### **Current Position**

7. We pride ourselves on offering a range of burial options to meet the needs of the bereaved and as part of this we currently offer twelve burial choices ranging from a woodland grave to a fully constructed vault. As space becomes more limited and current areas become full some of these choices will be lost.
8. Due to the listed status of the cemetery, before any new developments, additions to existing burial areas or grave reuse can be considered the cemetery management team has to ensure that the heritage of the site is not significantly undermined. For example, removing plantations or shrubberies would be avoided and many of the older areas of the site have restrictions on the colour and type of memorial permitted.
9. Table 1 shows the burial choices currently available, the number of graves sold in the last 2 full years and the estimated years remaining for each type of grave.

Table 1 - Current Burial Choices as of January 2016

	Grave type	Use in 2013	Use in 2014	Graves remaining	Estimated years remaining
1	Lawn (reuse areas)	217	183	320	1.5
2	<b>Conservation Lawn*</b>	70	69	700+	10
3	Conservation Traditional	22	26	75	3
4	<b>Conservation Traditional*</b>	6	3	28	7
5	<b>Part Constructed Graves*</b>	1	0	10	10+
6	<b>Vaults*</b>	0	0	5	5+
7	<b>Catacombs*</b>	3	3	30	10
8	Heritage with Memorial (reclaim)	2	5	1400	280
9	Heritage no memorial (Reuse)	0	8	400	50
10	Large Lawn Graves	10	4	30	7.5
11	Woodland Graves	6	7	500+	70+
12	<b>Ash Lawn Graves*</b>	25	23	55	2.5
13	Public Graves	6	5	18	3.5

(The options in bold and marked with \* are those where the area/grave has never previously been used (Virgin Soil))

10. Table 1 shows that some burial choices will be lost soon and the most critical of these is Lawn Burial (options 1 and 2 in the table above).
11. When the current lawn burial site is full (option 1), the conservation lawn option will become the preferred choice for most of our new burials (option 2) and will fill up very quickly. This is why the Superintendent has been working to create more lawn space within the cemetery by developing the area known as the shoot.
12. The area known as 'the Shoot' has been identified and developed to provide a further 3000 lawn graves to meet burial needs for the next 15 years, this new area added to the extra capacity already created by the more effective use of existing lawn burial areas (conservation lawns) will ensure that lawn burial is available until at least 2030, at which time the reclamation and reuse of graves can commence in lawn grave areas.

13. As some of the traditional burial options are exhausted (options 3 and 4 in table 1), the need for this type of grave will be met by the reclaiming and reusing of old plots as well as adding to existing areas where possible. Again, the heritage value of the site will be maintained by the requirement for memorials to be sympathetic to their surroundings.

Table 2 – Future Burial Choice

Grave type	Comment	Provision in years
<b>Lawn*</b>	<b>Shoot area and lawn extensions</b>	<b>15+</b>
Lawn	Reuse available from 2030 But this process will need to start earlier to allow for the reclamation process	Ongoing but only a limited number will be available each year (up to 100)
<b>Traditional Graves*</b>	<b>There are several small areas as well as spaces within the older graved areas</b>	<b>15+</b>
Traditional Graves	There are a large number of graves available for reclamation and reuse.	Ongoing and in large numbers. (fully sustainable)
Constructed Graves	Grave Reuse and the careful use of unused roadside space means that we have adequate space for this option	15+
<b>Catacombs*</b>	Due to the limited take up on this option and the fact that there are open areas of the catacombs that could be converted to provide more burial chambers, this option has a significant life.	<b>30+</b>
Woodland Graves	This is not a popular option	70+
Ash Lawn Graves	When the current area is completed Ash Lawn graves will form part of the lawn grave provision but not within a separate area	15+
Public Graves	When the current area is full public Lawn graves will form part of the lawn grave provision but not within a separate area	15+

(The options in bold and marked with \* are those where the area/grave has never previously been used (Virgin Soil))

14. Over the next 10 years the Superintendent will need to achieve a gradual change in the fee structure to ensure that reuse traditional graves are the most financially affordable option.

### **Corporate & Strategic Implications**

15. The efficient and effective management of the City of London Cemetery and Crematorium supports the local community and protects, promotes and enhances the local environment in accordance with the City of London Corporation's Community Strategy.

### **Implications**

16. When a grave is purchased, the owner is purchasing the exclusive rights of burial in the grave for a set time (anything from 30 to 100years) and with this purchase of rights goes an expectation that the grave/area will be maintained for the duration of the rights.
17. The financial and HR implications of this report are that with the completion of the shoot area and the careful reuse of graves, it should be possible for the cemetery to maintain burial numbers and income. Therefore ensuring the need for and salary of the burials and maintenance staff. However, there is also a financial risk that falling burial numbers and burial income would result in a need to reduce maintenance and therefore staffing levels. Although not new risk, it is one that should be recognised.
18. As we are already in possession of the land and legal right to reclaim and reuse graves there are no legal or property implications associated with this report.

### **Conclusion**

19. With the careful management of the existing land to maximise burial space without negatively affecting the historic landscape the cemetery and crematorium division is now in a position whereby the site is now sustainable as a cemetery.

### **Appendices**

- None

### **Background Papers:**

Cemetery and Crematorium Medium Term Burial Plan Report - (March 2012)  
Extending Burial Space at the City of London Cemetery (The Shoot) Report – (May 2014)

### **Gary Burks**

Superintendent & Registrar

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<b>Committee(s):</b>	<b>Date(s):</b>
Port Health and Environmental Services Corporate Asset Sub (Finance)	08/03/2016 11/03/2016
<b>Subject:</b>	<b>Public</b>
Operational Property Review – Cemetery and Crematorium	
<b>Report of:</b>	<b>For Decision</b>
Director of Open Spaces	

## Summary

The Operational Property Review is a cross-cutting Service Based Review which is taking a more strategic view of the operational assets the City of London Corporation has, with the aim of identifying opportunities to rationalise the Corporation’s operational property portfolio and reduce the high and rising cost of property. In addition, Standing Orders require Committees to declare surplus any facilities not required for operational use.

This Report sets out the buildings and land at the City of London Cemetery that have been highlighted as underutilised or surplus to requirement and sets out options and recommendations for their long-term use or disposal.

## Recommendations

It is therefore recommended that the Port Health and Environmental Services Committee approves the recommendations as set out below that:

1. The South Gate Toilet Block be demolished and the foundations removed to allow the land to be used for new graves.
2. The parcel of land known as the Rabbits Road Bridge Plot be declared surplus to the Open Spaces Department’s requirements and be presented to Corporate Asset Sub Committee.

Further, it is recommended that, subject to Port Health and Environmental Services declaring it surplus, the Corporate Asset Sub Committee declare Rabbits Road Bridge Plot as surplus to the City of London Corporation’s requirements.

## Main Report

### Background

1. The Operational Property Review is a cross-cutting Service Based Review which is taking a more strategic view of the operational assets that the City of London Corporation has, with the aim of identifying opportunities to rationalise the Corporation’s operational property portfolio and reduce the high and rising cost of property. The general fabric and condition of many of our operational properties is starting to deteriorate which impacts negatively on the

experience of the users of those properties and the Corporation's reputation as a consequence.

2. In November 2015 a report was brought before your Committee for information, advising of the Operational Property Review across the City of London property portfolio which highlighted the £40m 'bow wave' of maintenance costs we are currently pushing out year on year across all City of London Corporation assets.
3. As part of this process each department was asked to look at operational property and to challenge whether the property was fit for purpose, whether it was being used effectively and ultimately whether it was necessary to the operation of the service. In this case, the Cemetery and Crematorium team have suggested areas for consideration.
4. The identified sites or buildings at the cemetery are; The South Gate Toilet Block and the Rabbits Road Bridge Plot.
5. Standing Order 55 requires Committees to consider the effective and efficient use of all operational property assets.

### **Current Position**

6. **The South Gate Toilet Block** – This building was not part of the original cemetery infrastructure and was built in the 1960s. It is a wooden clad brick building with a toilet at each end and two seated areas in the middle, and has no electrical supply. The building has been closed for eight years and the seated areas have been boarded over to stop it being used by rough sleepers and vagrants. This building is no longer used. (A photograph is attached as Appendix A).
7. **The Rabbits Road Bridge Plot**– This is a parcel of land that formed part of the original cemetery plot but became separated for the main body of the site when a bridle path was added around the cemetery in the 1870s. The area has not been used for burials. This parcel of land was then leased to East Ham Corporation by the City Corporation Burial Board in July 1911. The Land was returned to The City in 2001. (Photographs and maps of the area are attached as Appendix B)

### **Options**

8. The options with regard to the two items set out above are to demolish, dispose of or retain and the risks and benefits for each are set out below.
9. **The South Gate Toilet Block** – this building is of a 1960s wood and brick design, it has no gas or electricity supply and due to its exposed position near the south (un-staffed) entrance to the site, adjacent to the bridle path, it is open to misuse and vandalism. Due to this and the general lack of use, the toilet has been closed for eight years, with the seating areas closed off and boarded up. The building is in a state of disrepair and serves no purpose to the cemetery but has a bow wave maintenance cost of £141k over 20 years.

10. The Cemetery has eight operational toilets spread across the site and there have been no complaints regarding the closure of those at the south gate in the last 5 years.
11. The areas around this toilet block have all been used for burials and the footprint of this building would provide space for 40 private traditional graves (with a current value of over £405k). It is therefore recommended that this building is demolished and the foundations removed to allow the area to be used for burials.
12. **The Rabbits Road Bridge Plot** – This is the parcel of land that now sits just outside of the cemetery boundary and between the bridle path and the railway line that leads from Liverpool St into Essex. The parcel of land is triangular in shape and is approximately 0.2 acres (0.08 hectares) in size. The land has recently been cleared of saplings and brambles as it was being used by rough sleepers. Thames Water searches show that there is a water main 4ft in diameter operated and maintained by Thames Water passing under the centre of the site.
13. Due to the water main and the sites position outside the boundary fence and in a rather vulnerable position, the land is of no use to the cemetery. The preferred option is that the land is declared surplus to operational requirement.
14. Where a site is declared surplus to operational requirements, to achieve alternative use, the Corporate Asset Sub Committee would first be asked to consider other uses by the City Corporation and failing this the intention would be to offer the property to the open market for disposal on terms that would be subject to the approval of the Property Investment Board.

## Proposals

15. The proposal of the Operational Property review and those of the Cemetery management team are set out in the table below.

Opportunity	Bow Wave Reduction (20 year Period)	Proposed Action
South Gate Toilet Block	£141,000	Demolish
Rabbits Road Bridge Plot	Nil	Declare Surplus

16. Subject to your Committee approval to the recommendations in this report, the next steps will be for the City Surveyor to begin work in costing the demolition of the toilet block and works to achieve an accurate evaluation of the value of the Rabbits Road Bridge Plot.

## Corporate & Strategic Implications

17. The efficient and effective management of the City of London Cemetery supports City of London Corporation's strategic aim "to provide valued

services to London and the nation” and the key policy priority of “maintaining the quality of our public services whilst reducing our expenditure and improving our efficiency”.

## **Implications**

18. The aim of the Operational Property Review is to encourage the more effective use of operational property and where reasonably practical to identify sites as surplus to operational requirements so that alternate uses can be found for them which reduce the cost of the City’s portfolio.

## **Conclusion**

19. The City of London Cemetery has highlighted an area of land and a building that is surplus to requirement and therefore recommends that this surplus land be disposed of and the building demolished.

## **Appendices**

- Appendix A – South Gate Toilet Block
- Appendix B – Rabbits Road Bridge Plot photograph and plan

## **Background Papers:**

**Operational Property Report of the City Surveyor – 24<sup>th</sup> November 2015**

## **Gary Burks**

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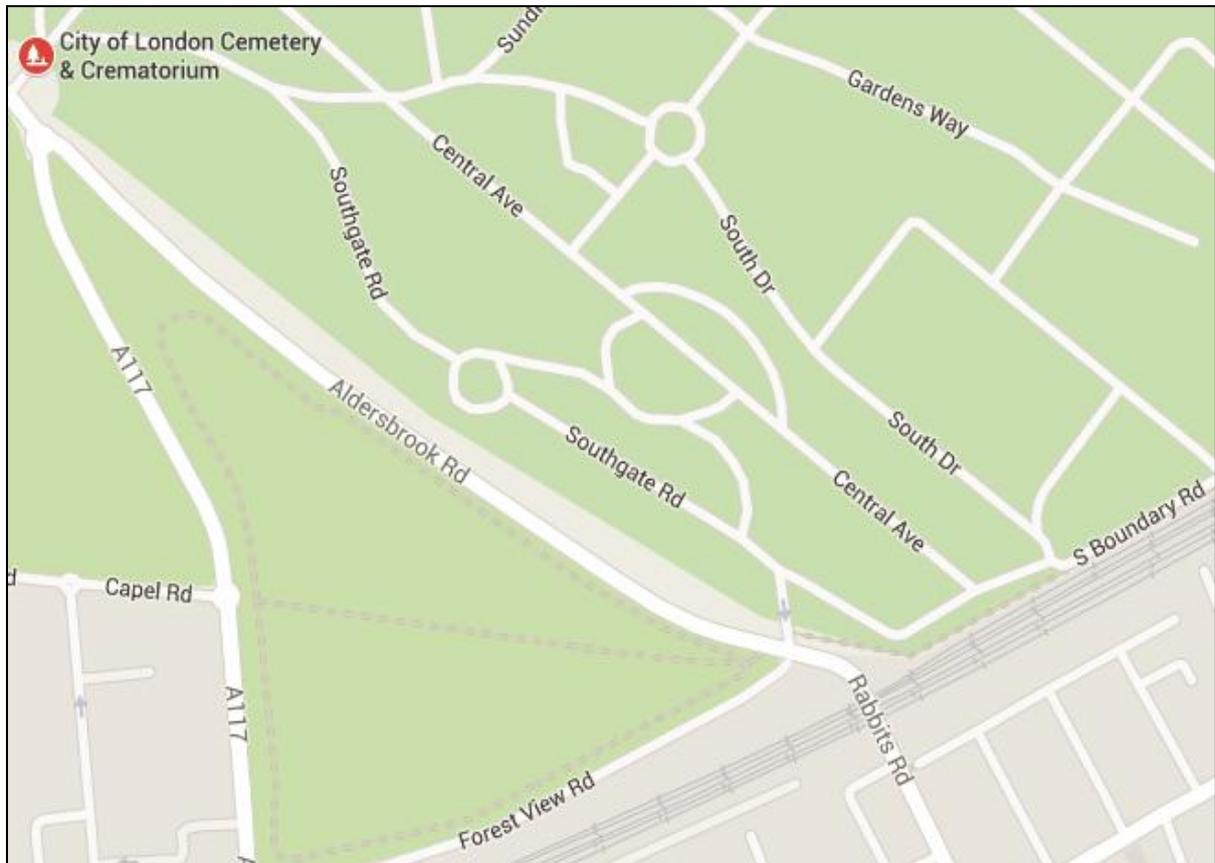
E: [gary.burks@cityoflondon.gov.uk](mailto:gary.burks@cityoflondon.gov.uk)

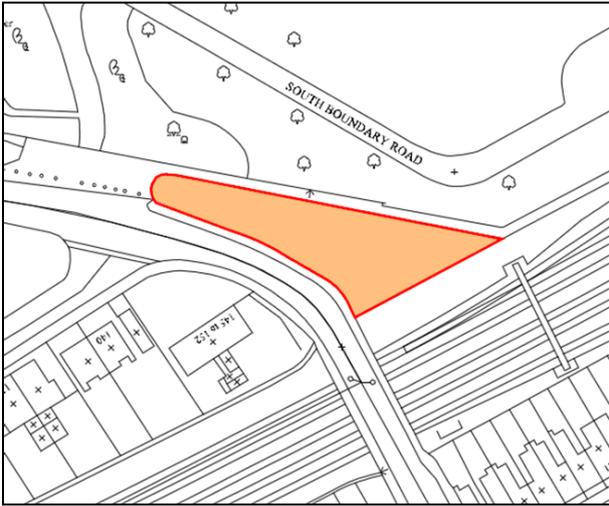
*Appendix A - South Gate Toilet Block*



*Appendix B - Rabbits Road Bridge Plot*







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<b>Committee(s):</b>	<b>Date(s):</b>
Port Health and Environmental Services Committee	8 March 2016
<b>Subject:</b> Delegation of Powers to the Director of Markets and Consumer Protection	<b>Public</b>
<b>Report of:</b> Director of Markets and Consumer Protection	<b>For Decision</b>
<b>Report author:</b> Steve Playle, Trading Standards Manager, Department of Markets and Consumer Protection	

### Summary

Chief Officers and designated post holders within the City of London Corporation are required to implement various legal acts under the authority of delegated powers.

### Recommendation(s)

It is recommended that this Committee delegate to the Director of Markets and Consumer Protection, and in his absence the Port Health and Public Protection Director, authority to enforce any redress schemes established in relation to lettings agency work and property management work in accordance with the provisions of Ss. 83-88 Enterprise and Regulatory Reform Act 2013 and the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014 (along with any subsequent orders made under S.83 of the 2013 Act), insofar as they relate to the City of London Corporation's Local Authority area, and to authorise officers of the Department of Markets & Consumer Protection to act under the aforementioned provisions.

### Main Report

#### Background

1. Officers within the City of London Corporation are required to implement various legal acts under the authority of delegated powers. These powers are delegated by the relevant Committees and the Court of Common Council to Chief Officers and designated post holders.

#### Current Position

2. The Trading Standards Team is soon to begin a project focusing on Letting Agents in the City, including enforcement of some new legislation which has been introduced to help protect members of the public from unfair or exploitative practices of letting agents.

3. In accordance with the Redress Schemes for Letting Agency Work and Property Management Work (Requirement to Belong to a Scheme etc.) (England) Order 2014, all letting agents must now belong to one of three approved redress schemes and make this clear to prospective customers. This Order has been made under the Enterprise and Regulatory Reform Act 2013 (Part 6, S.83-88).
4. In addition, Section 83 of the Consumer Rights Act 2015 requires all those involved in letting agency or property management work to publish a list of their fees, the name of the redress scheme they are a member of, and to state whether the agent is a member of a client money protection scheme.
5. The maximum penalty for breaching either of these requirements is a Penalty Notice of £5,000 issued by the local authority.
6. Your Committee has previously delegated to the Director of Markets and Consumer Protection the power to appoint authorised officers under the provisions of the Consumer Rights Act 2015.
7. In order to fully enforce the new legislation, including issuing Penalty Notices as necessary, officers also need to be authorised to act under any redress schemes established in relation to lettings agency work and property management work in accordance with the provisions of Ss. 83-88 Enterprise and Regulatory Reform Act 2013 and the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014.
8. There has been liaison with the Comptroller and City Solicitor on the format of the required delegation.

### **Proposals**

9. I propose that your Committee approves delegation to the Director of Markets and Consumer Protection, and in his absence the Port Health and Public Protection Director, authority to enforce any redress schemes established in relation to lettings agency work and property management work in accordance with the provisions of Ss. 83-88 Enterprise and Regulatory Reform Act 2013 and the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014 (along with any subsequent orders made under S.83 of the 2013 Act), insofar as they relate to the City of London Corporation's Local Authority area, and to authorise officers of the Department of Markets & Consumer Protection to act under the aforementioned provisions.

### **Corporate & Strategic Implications**

10. This proposal links to the 'supports our communities' and 'is safer and stronger' themes in the City Together Strategy. It also links to the Corporate Plan aim 'To provide modern, efficient and high quality local services within the Square Mile

11. The delegation of powers links to the Departmental Business Plan key theme of 'Customer and stakeholder focus'.

### **Implications**

12. The Comptroller and City Solicitor has been consulted and his comments are incorporated in the body of the report.

### **Conclusion**

13. To ensure the department's Officers can effectively enforce the provisions of a range of consumer protection legislation, the authority should be delegated to the Director of Markets and Consumer Protection, and in his absence the Director of Port Health and Public Protection, to authorise officers to enforce any redress schemes established in relation to lettings agency work and property management work in accordance with the provisions of Ss. 83-88 Enterprise and Regulatory Reform Act 2013 and the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014 (along with any subsequent orders made under S.83 of the 2013 Act) insofar as they relate to the City of London Corporation's local authority area.

### **Appendices**

- None

### **Background Papers:**

Committee Report (Urgency) 13 October 2015 - Delegation of Powers to the Director of Markets and Consumer Protection (Consumer Rights Act 2015)

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