

Committee(s):	Date(s):	Item no.
Projects Sub Committee	25 th February 2014	
Subject: Outcome Report - Gateway 7 Public Convenience Project (approved 2009) Installation of paddle gates at two locations and install four Urilift urinals at identified locations across the City	Non-Public	
Report of: Report of the Director of the Built Environment	For Decision	

NOT FOR PUBLICATION

By virtue of paragraph(s) 3 of Part I of Schedule 12A of the Local Government Act 1972.

Summary

Brief description of project

Installation of paddle gates and introduction of charging at Tower Hill and Paternoster Square public conveniences and the installation of four Urilift urinals at locations across the City identified as suffering from high levels of anti-social behaviour in the form of street urination. These locations are: Charterhouse Street, Watling Street, Cornhill and Bishopsgate.

Recommendations

Outcome Report recommendation

Members are asked to note the completion of the project and approve the additional project cost of £63,003 which can be met from the Directors local risk and authorise the closure of the project.

Overview

1. Evidence of Need	PHES Committee agreed at the September 2009 meeting to the introduction of hi-tech 'pop up' urinals that disappear, by remote control, beneath the ground when not in use and the introduction of charging at Tower Hill and Paternoster Square public conveniences. The installation of Urilift Style toilets would seek to address the problem of street urination associated with the City's night time economy. When not needed they would be housed below the ground hence reducing their impact upon the street scene. Section 87 of the Public Health Act 1936 enables the City to provide sanitary conveniences (which include urinals) in proper and
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	<p>convenient situations, provided that the consent of the highway authority is obtained where such conveniences are to be located in or under a highway for which the City is not highway authority.</p> <p>In 2008/9 the usage of Tower Hill and Paternoster Square toilets is approximately 1.9 million uses per annum. With the introduction of a 50p charge, as agreed by PHES Committee in January 2009, private sector research suggests up to a 60% reduction in usage may be expected. Nevertheless the predicted annual income was still expected to be around £380,000</p>
2. Project Scope and Exclusions	<p>Urilifts</p> <p>Four locations were identified as suffering from significant anti-social behaviour in the form of street urination resulting from the growth in the night time economy across the City, the sites were:</p> <p>Charterhouse Street, Bishopsgate, Watling Street and Cornhill.</p> <p>Introduction of charging and barrier installations were based on usage figures, Tower Hill and Paternoster Square were two facilities with the greatest user numbers. Other locations were not within the scope of this project but may be considered at a later date.</p>
3. Link to Strategic Aims	<ul style="list-style-type: none"> • To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors, with a view to delivering sustainable outcomes. • To provide valued services to London and the nation.
4. Within which category does the project fit	Invest to save
5. What is the priority of the project?	<p>Advisable/ Essential</p> <p>The longer term viability of the public convenience service was at risk unless steps are taken to reduce the net costs of the service.</p>
6. Resources Expended	£485,503 – This sum includes additional project costs of £63,003 due to complex technical installation difficulties with the Urilift at Charterhouse Street.

Outturn Assessment

7. Assessment of project against Success Criteria

Barrier Installations

The modelling used to estimate number of users at Tower Hill and Paternoster Square was based on experience elsewhere in London. A 60% reduction in usage was assumed and this has proved a reasonably accurate assumption. These numbers gave a basis to estimate the annual income from the introduction of a 50p charge. The estimated income was £380k and the actual income is averaging around £370k.

As with the introduction of any charging, we received a small number of complaints. These were always responded to, detailing that whilst other authorities are closing these types of facilities the City is trying to continue to provide public conveniences in what are challenging financial times for public finances. As time has passed generally it has been accepted and we now receive 'minimal' complaints.

Urillift installations

The units have proven to be generally reliable, although one or two suffered from some teething issues, (electrical faults), soon after installation. These were investigated and repaired relatively quickly by the supplier and as they have 'settled in' breakdowns appear to be infrequent. The units are of robust construction and have not suffered any damage or vandalism.

The usage of the units is varied across each location and the unique 'open design' is something of a cultural change for many people. To enable the capture of usage data, web based system counters were fitted to each unit, which record the number of users. This provides information that demonstrates the need for these units in the locations identified and also gives justification for the investment. It can be seen from the usage figures below that these units are being used relatively well by night-time users.

The total usage figure for 2013 was 8381.

Watling Street - 3319; Bishopsgate - 2271; Cornhill - 2288; Charterhouse Street (3 months only) – 503.

These are all sites that previously experienced incidents of street urination. We will be monitoring usage as people become more comfortable with these new style facilities.

	<p>Whilst it is difficult to quantify the reduction in street urination following the introduction of the units anecdotally the night service have stated that the areas in the locality of the units are not requiring the same level of flushing as they once did prior to installation.</p> <p>The Urilift 'pop up' urinals now provide additional public convenience provision to assist with the servicing of the growing night time economy and helps the City of London Police when undertaking enforcement against street urination. CoLP Officers have issued 47 FPN's for street urination since July 2013 (previously none were issued). The CoLP also direct night time users/offenders to available facilities and have been issued with toilet maps.</p> <p>During consultations on the installation of the units at each location there were some concerns raised about the 'open design' of the units and whether they would attract unwelcome behaviour. In reality, we have received no complaints whatsoever.</p>
<p>8. Programme</p>	<p>Installation of Barriers at Tower Hill – Completed April 2010</p> <p>Installation of Barriers at Paternoster Square – Completed April 2010</p> <p>Installation of four Urilifts:</p> <ol style="list-style-type: none"> 1. Watling Street – Completed March 2011 2. Cornhill – Completed March 2011 3. Bishopsgate – consultation with local Members resulted in an alternative location being agreed which required additional work/cost to re-design the raised planters to accommodate the unit. Some additional costs were incurred – Completed December 2011 <p>Charterhouse Street – following lengthy consultation, a satisfactory location was agreed. The location identified was agreed to be in the loading bay area of the highway and not on the footway, this then required four additional safety retractable bollards to be installed incurring an additional cost. Work was coordinated with the Crossrail construction site adjacent to this location. Some technical issues were encountered once the site was excavated which required immediate resolution due to the impact on the surrounding area, e.g. discrepancies in service drawings resulting in alternative drainage</p>

	<p>design and connections. The services connection had to be extended to the nearest functioning drains which were an additional 30m away. In addition, a Thames Water main required diverting (£10k) to create a clear area for the unit. Re-surfacing of the highway at this location was also complex due to the original surface levels being so varied. The engineering complexities were successfully overcome. - Installation was completed in September 2013.</p>																
<p>9. Budget</p>	<table border="1" data-bbox="662 607 1465 920"> <thead> <tr> <th data-bbox="662 607 874 734">Description</th> <th data-bbox="874 607 1075 734">Approved Budget (Est. cost based at 2009 prices)</th> <th data-bbox="1075 607 1273 734">Actual Cost</th> <th data-bbox="1273 607 1465 734">Variance</th> </tr> </thead> <tbody> <tr> <td data-bbox="662 734 874 808">Paddle Barriers</td> <td data-bbox="874 734 1075 808">£155,401</td> <td data-bbox="1075 734 1273 808">£155,401</td> <td data-bbox="1273 734 1465 808">0</td> </tr> <tr> <td data-bbox="662 808 874 882">Urilift Toilets</td> <td data-bbox="874 808 1075 882">£267,099</td> <td data-bbox="1075 808 1273 882">£330,102</td> <td data-bbox="1273 808 1465 882">£63,003</td> </tr> <tr> <td data-bbox="662 882 874 920">Total</td> <td data-bbox="874 882 1075 920">£422,500</td> <td data-bbox="1075 882 1273 920">£485,503</td> <td data-bbox="1273 882 1465 920">£63,003</td> </tr> </tbody> </table> <p data-bbox="662 943 1465 1189">Due to the complex technical difficulties with the installation of the Urilift at Charterhouse Street, additional essential emergency work was required to enable successful installation resulting in the variance of £63K. Approval is sought to increase the project sum by this amount, to be met from the Director's local risk budget.</p>	Description	Approved Budget (Est. cost based at 2009 prices)	Actual Cost	Variance	Paddle Barriers	£155,401	£155,401	0	Urilift Toilets	£267,099	£330,102	£63,003	Total	£422,500	£485,503	£63,003
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<p>10. Risk</p>	<p>There is a risk to the income if people choose not to use the facilities where barriers/ charging have been introduced. However, the past two full year figures have been consistent.</p>																
<p>11. Communications</p>	<p>DBE have produced a fold up map of the City of London showing the location of all toilet provision. This includes staffed toilets, Automatic Public Conveniences, Community Toilet Scheme members and Urilift locations.</p> <p>The City's website also has an interactive map where people can locate facilities and it shows details of opening times, staffed, disabled access etc.</p> <p>We are exploring the world of apps with toilet locations integrated into 'Visit the City' and walking tours already.</p>																
<p>12. Benefits achieved to date</p>	<p>The two locations where charging has been introduced by installing barriers have produced an annual income of around £370k, this combined income more than funds the operation of these two facilities and additionally helps to support the continuance of wider public</p>																

	convenience service. The installation of the Urilifts has improved the number of facilities available at a time when the night-time economy is growing in the City along with some of the issues that it brings.
13. Strategy for continued achievement of benefits	<p>Promote and publicise the locations of all public conveniences. We are currently undertaking a service specific survey on the public conveniences to gather users' views on the current provision, quality, locations, availability and customer service, to establish where we can make improvements to the service and understand the service from a user perspective. This will be reported back to Port Health and Environmental Services Committee in the Spring of this year.</p> <p>Cleansing Services will ensure that a close working relationship continues with the City of London Police to maintain a joined up approach to tackling street urination anti-social behaviour with provision and enforcement.</p>
14. Outstanding actions	None

Review of Team Performance

15. Governance arrangements	<p>Director of Transportation and Public Realm</p> <p>Project delivery – Assistant Director for Street Scene and Strategy and Waste Planning and Amenities Manager.</p>
16. Key strengths	The project delivery maintained its focus and persevered through some difficult times of consultation to get the project completed.
17. Areas for improvement	This project was initiated before the corporate project management framework was established and so the formal reporting process through Project Vision took some time to be adopted. Future projects will follow the PV process and issues can be formally reported on better.
18. Special recognition	

Lessons Learnt

19. Key lessons and how they will be used and applied	The corporate project framework has improved the links between the key areas responsible for the delivery of this project i.e. corporate projects, finance and service/ project delivery. This has helped with all having a
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	<p>clearer understanding of progress, issues and costs associated with the delivery of the project.</p> <p>The introduction of charging was a new concept and required a significant amount of communications and dealing with queries/ concerns in providing reassurances of the need to do this. Whilst the service committee (PHES) were always kept informed, others may have been less so.</p> <p>Equally, the installation of four ‘pop up’ urinals (Urilifts) was extremely complex to deliver. This involved identifying four locations where there was a need, i.e. suffering from significant anti-social behaviour in the form of street urination as a result of the growing night-time economy, consulting with Ward Members and local stakeholders, and the technical difficulties in trying to find appropriate locations unobstructed by underground services.</p> <p>All of the above have had an impact on the time it has taken to complete the project together with some additional costs. Having a better understanding of the project governance process now will ensure that any issues encountered as a project is delivered will be reported back to the project subcommittee and thus any approval required for additional expenditure incurred can be approved in advance of the works taking place by the committee and so avoiding the need for retrospective approval.</p> <p>With hindsight, it proved to be extremely beneficial to undertake research across the industry where usage figures had already been modelled before and after the introduction of charging. By using an established model the project was able to make a realistic assumption as to what the likely income levels would be for budgeting purposes.</p>
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