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Committees:	Dates:
Streets & Walkways Sub-committee – For decision Chief Officer (Delegated) – for decision	17 January 2023
Subject: Cannon Street Pedestrian Crossing – BSCU	Gateway 2-5 Authority to Start Work Light
Unique Project Identifier: TBC	
Report of: Executive Director Environment Report Author: Albert Cheung	For Decision
PUBLIC	

Recommendations

<p>1. Approval track, next steps and requested decisions</p>	<p>Project Description: To deliver a new pedestrian crossing on Cannon Street outside the new Bank Station entrance.</p> <p>As part of London Underground’s Bank Station Capacity Upgrade, Transport for London (TfL) is delivering a new station entrance on Cannon Street. This is expected to open imminently (if not already open by the time Members meet).</p> <p>As part of the development requirements, TfL, in partnership with CoL has completed a pedestrian crossing assessment and has concluded that a new signalised pedestrian crossing outside the new station entrance is necessary.</p> <p>This is a combined Gateway 2 to 5 report as this is a very small project with both the objective and outcome predefined through a legal development obligation.</p> <p>Approval of the project itself is delegated to Chief Officer, however authorisation to enter into a S278 agreement is required from the Streets and Walkways Sub-committee (however, Committee approval is being sought to authorise Officers to enter a Section 278 agreement in early 2023)</p> <p>Next Gateway: Gateway 6 Outcome Report</p> <p>Next Steps:</p> <ol style="list-style-type: none"> 1. Enter into a S278 agreement (Highways Act 1980) with the TfL.
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	<ol style="list-style-type: none"> 2. Undertake detailed design including liaising with the developer and utility companies. The total cost to deliver the project is £175,000 (excluding risk), this will be fully met by TfL via S.278 agreement. 3. Give notice and undertake the necessary legal processes and consultation required to install a signalised pedestrian crossing. 4. Carry out works to install the proposals. <p>Requested Decisions</p> <p>For Streets and Walkways Sub-committee</p> <ol style="list-style-type: none"> 1. Authorise officers to negotiate and enter into a S278 agreement with TfL, to implement the proposal as detailed in this report. All costs associated with this project will be fully funded by TfL. Note that this authority must be given by the Streets and Walkways Sub-committee. All other requested decisions (below) are delegated to the Director of City Operations Division. <p>Delegated to Director of City Operations Division</p> <ol style="list-style-type: none"> 2. Agree the proposal as detailed in this report. 3. Approve a budget of £175,000 to reach the next Gateway. 4. Note the total estimated cost of the project is £175,000 (excluding risk). All costs associated with this project are to be fully funded by TfL. 5. That a Costed Risk Provision of £15,000 for works is approved (to be drawn down via delegation to the Director of City Operations Division). 								
<p>2. Budget</p>	<p>The estimated cost required to deliver the recommended proposal is £175,000. A breakdown of this is provided in the table below.</p> <p>The works cost is estimated based on a concept design of the pedestrian crossing with traffic signal cost assumptions made.</p> <table border="1" data-bbox="528 1736 1390 1977"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funds/ Source of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>P&T Staff</td> <td>Project management</td> <td>S.278</td> <td>20,000</td> </tr> </tbody> </table>	Item	Reason	Funds/ Source of Funding	Cost (£)	P&T Staff	Project management	S.278	20,000
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P&T Staff	Project management	S.278	20,000						

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Highways Staff	Design & site supervision	S.278	20,000
Legal Staff	Technical advice	S.278	1,000
Fees	TMO, safety audit, surveys, etc.	S.278	30,000
Works	Traffic signal delivery, civil works	S.278	104,000
Total			175,000

Funding to deliver the project will be fully met by TfL through an agreement under Section 278 Highways Act 1980.

The legal cost of £5,000 associated with the making of the S.278 is not included in the total cost as this will be charged to TfL directly as normal.

P&T staff cost allocation – £20,000

Approximately 200 hours of Policy and Projects officer staff costs associated with initial project planning, negotiating the terms of the legal agreements, undertaking the preliminary design, facilitating the detail design discussions, securing the necessary approvals from key stakeholders and project management.

Highways staff cost allocation – £20,000

Approximately 220 hours of Highways officer staff costs associated with detail design, including traffic signal ducting, liaison with utility companies and securing permits, and arranging and supervising implementation.

Legal staff cost allocation – £1,000

An allowance for City legal officer staff costs associated with any legal queries related to the project or for subsequent legal input after the S278 agreement has been signed.

Professional fees allocation - £30,000

This will cover the procurement of technical assessments, including surveys, utility enquiries and the Public Notices and Traffic Management Orders.

Works cost allocation – £104,000

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	<p>This will cover the estimated cost for the installation of the crossing’s traffic signal equipment and carrying out associated footway and carriageway works.</p> <p>Costed Risk Provision requested for this Gateway: £15,000 for the works. This would be included as part of the S.278 with TfL. (as detailed in the Risk Register – Appendix 2)</p> <p>These estimated costs take into account the latest cost rises and cost pressures.</p>
<p>3. Governance arrangements</p>	<ul style="list-style-type: none"> • Service Committee: Streets and Walkways Sub-committee • Name of Senior Responsible Officer: Sam Lee, Head of Network Performance, Policy & Projects. • Due to the limited scope of this project a project board is not required. • Authority for officers to enter into a S278 agreement with the developer must be given by the Streets and Walkways Sub-committee. All other decisions concerning this project are delegated to the Chief Officer.
<p>4. Progress reporting</p>	<p>This is a very minor scheme. No progress report would be necessary. Any project changes will be sought by exception via an Issues Report to Streets and Walkways Committee or delegated to the Director of City Operations Division as appropriate.</p>

Project Summary

<p>5. Context</p>	<p>5.1 In 2015, London Underground (LU) were granted a Transport Works Act Order (TWAO). This authorised LU to deliver works at Bank Station to create additional passenger access capacity and reconstruct the public highway. A transport assessment was submitted as part of the TWAO and concluded the entrance would add substantial demand for a pedestrian crossing and that a crossing may be warranted. Further to this, the TfL-CoL Global Legal Agreement (2015) included the following obligation:</p> <p><i>“LU shall consult and work in partnership with CoL in respect of the need for an additional pedestrian crossing on Cannon Street and, if a need is identified,</i></p>
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	<p><i>with regard to its design and specification. LU will fund the cost of the construction of the crossing....”</i></p> <p>5.2 A new Bank (Underground) Station entrance on Cannon Street is expected to open imminently (if not already opened by the time Members consider this paper). TfL has carried out a technical assessment and in partnership with CoL, have concluded that a pedestrian crossing outside the station is needed to accommodate the increase in people expected to cross the road outside the station.</p> <p>5.3 City officers have reviewed TfL’s technical assessment and agree that a new crossing is necessary, as it will provide significant benefits in helping people cross the road and this would also reduce road danger risk.</p>
<p>6. Brief description of project</p>	<p>6.1 This project would deliver a signalised pedestrian crossing outside the new Bank (Underground) Station entrance on Cannon Street. This will cater for the pedestrian crossing demand generated from the new underground station entrance.</p>
<p>7. Consequences if project not approved</p>	<p>7.1 TfL’s technical assessment has identified that there is a high pedestrian crossing demand at this location. If a new signalised crossing was not introduced, pedestrians crossing at this location would need to do so without any facilities. This would increase the risk of a road collisions.</p> <p>7.2 Alternatively, users may need to use alternative crossings but these are inappropriate as they are quite far from the new entrance. The nearest crossing facilities on Cannon Street is almost 100 metres in the westward direction at Bush Lane and 70 metres in the eastward direction at the Monument Junction, however, there is also no green man crossing facility here.</p>
<p>8. SMART project objectives</p>	<p>8.1 The pedestrian crossing is delivered within 12 months (but, if possible, sooner) following the opening of the new station entrance on Cannon Street.</p> <p>8.2 The pedestrian crossing does not unreasonably impact overall traffic journey times.</p>
<p>9. Key Benefits</p>	<p>9.1 The new station entrance on Cannon Street is expected to substantially increase the volume of people crossing Cannon Street. The introduction of a new signalised crossing outside the station entrance would provide an appropriate and inclusive crossing where it’s most</p>

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	<p>needed to facilitate pedestrian movements to and from the station.</p> <p>9.2 A signalised crossings would provide clear understanding to both vehicle traffic and people crossing the road which can make the street safer for all users, particularly for people with impairments as it can aid crossing the road. The traffic signals timings can also be coordinated with adjacent traffic signals to minimise any delay to traffic.</p>
10. Project category	4a. Fully reimbursable
11. Project priority	B. Advisable
12. Notable exclusions	None

Options Appraisal

13. Overview of options	<p>13.1 The provision of introducing a green man crossing facility at the Cannon Street crossing of Monument junction was investigated. But the upgrade of any crossing provision at Monument junction would require significant changes to the existing control of the junction in its entirety. More importantly, works of this scale are not included in the scope of the BSCU project and also did not form part of the evidence base for the original transport assessment and TWAO. However, officers will continue to engage with TfL and to support them in delivering improvements to Monument Junction as soon as practicable.</p> <p>13.2 Crossings such as standalone pedestrian refuge islands or a zebra crossing are not appropriate options and do not cater for people with impairments. An informal crossing would also be an inadequate facility for the high volumes of people expected to use the crossing. A zebra crossing would also unreasonably delay traffic on Cannon Street due to the high volumes of people crossing continuously.</p> <p>13.3 A signalised pedestrian crossing is therefore the most appropriate and only option considered suitable. Therefore, this is the only option being taken forward. A scheme layout plan is shown in Appendix 1.</p>
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	<p>13.4 As part of this project’s S.278 negotiations, officers will seek for TfL to fund the crossing to be raised to footway level. This would improve pedestrian accessibility particularly for people with push chairs or mobility impairments and would also be consistent with other crossings on Cannon Street.</p>
<p>14. Risk</p>	<p>Overall project risk: Low</p> <ul style="list-style-type: none"> • TfL traffic signal costs may change following detailed design. • Delivery of the crossing may take longer than expected due to TfL approvals / lead-in times. <p>Further information available within the Risk Register (Appendix 2) and Options Appraisal.</p>

Resource Implications

<p>15. Total estimated cost</p>	<p>For recommended option 1</p> <p>Total estimated cost (excluding risk): £175,000</p> <p>Total estimated cost (including risk): £190,000</p>									
<p>16. Funding strategy</p>	<p>Is the funding confirmed: No funding confirmed</p> <p>Recommended option</p> <table border="1" data-bbox="533 1352 1353 1570"> <thead> <tr> <th data-bbox="533 1352 1161 1408">Funds/Sources of Funding</th> <th data-bbox="1161 1352 1353 1408">Cost (£)</th> </tr> </thead> <tbody> <tr> <td data-bbox="533 1408 1161 1464">S.278</td> <td data-bbox="1161 1408 1353 1464">190,000</td> </tr> <tr> <td data-bbox="533 1464 1161 1520"></td> <td data-bbox="1161 1464 1353 1520"></td> </tr> <tr> <td data-bbox="533 1520 1161 1570" style="text-align: right;">Total</td> <td data-bbox="1161 1520 1353 1570">190,000</td> </tr> </tbody> </table>	Funds/Sources of Funding	Cost (£)	S.278	190,000			Total	190,000	<p>Who is providing funding: External - Funded wholly by contributions from external third parties</p> <p>A Section 278 Highways Act 1980 agreement between TfL and the City Corporation would be the funding mechanism to deliver this project. The S.278 agreement with TfL is expected to be completed by early 2023.</p>
Funds/Sources of Funding	Cost (£)									
S.278	190,000									
Total	190,000									

Appendices

<p>Appendix 1</p>	<p>Scheme Layout Plan</p>
<p>Appendix 2</p>	<p>Risk Register</p>

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Contact

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Options appraisal table.

	<i>Option 1</i>
1. Design Summary	Option 1 proposes to deliver a new signalised crossing on Cannon Street between Laurence Pountney Lane and Abchurch Lane.
2. Scope and exclusions	<p><u>Scope</u></p> <ul style="list-style-type: none"> To introduce a new crossing facility to service the expected high volumes of people wishing to cross the carriageway outside the new station entrance. <p><u>Exclusions</u></p> <ul style="list-style-type: none"> TfL in partnership with CoL has carried out a station entrance pedestrian crossing assessment which has modelled pedestrian volumes and has ascertained that a new crossing facility outside the new station would be very beneficial to people accessing and exiting the station.
<i>Project Planning</i>	
3. Programme and key dates	<p>Overall project: Delivery of the Cannon Street pedestrian crossing is expected to be within 6-12 months of the new station opening.</p> <p>Key dates:</p> <ul style="list-style-type: none"> Project Approvals – Early 2023 S.278 Agreement signed – Spring 2023 Detailed design – Spring / Summer 2023 Works – Summer / Autumn 2023 G6 Report – Early 2024
4. Delivery Team	<p>Project Manager: Policy & Projects Officer</p> <p>Design Team: TfL Engineers and CoL Highway Engineers</p>

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	Option 1
	Works: TfL's Traffic Signal Sub-contractors and CoL's Highway Term Contractor
5. Risk implications	<p>Overall project option risk: Low</p> <ul style="list-style-type: none"> • Traffic signal cost may change. TfL cost estimate is based on a concept design and may change as the design detail develops. • The delivery of the new crossing may be delayed due to delays with TfL's delivery timeframes for various stage review and approval processes. <p>Further information available within the Risk Register (Appendix 2).</p>
6. Benefits	<ul style="list-style-type: none"> • The crossing would provide a safer and direct crossing point for the expected high volumes of people wishing to cross the road outside the new station entrance. • The crossing would provide a valuable crossing provision for people with impairments • The new crossing would ease the pressure on existing crossings which are already crowded at peak times. In particular, the crossing at Monument junction which does not have a 'green man' signal stage for pedestrians. • The new crossing would provide street users with clear understanding which would reduce the road collision risk between people crossing the street and vehicles
7. Disbenefits	The crossing would require maintenance. However, maintenance is expected to be reasonably low and would be covered under BAU activities.
8. Stakeholders and consultees	<ul style="list-style-type: none"> • TfL – throughout the life of the project • Local occupiers – statutory notifications and construction

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	Option 1
	<ul style="list-style-type: none"> • Statutory consultees – statutory notifications • Highways Team – throughout the life of the project • Comptroller – Legal consents / agreements
Resource Implications	
9. Total estimated cost	Total estimated cost: £175,000 (excluding risk) Total estimated cost: £190,000 (including risk)
10. Funding strategy	This option would be fully funded through a S.278 agreement Highways Act 1980
11. Estimated capital value/return	None
12. Ongoing revenue implications	Maintenance of the crossing is expected to be low, however, as part of the S.278 negotiations CoL would seek a commuted maintenance sum from TfL
13. Investment appraisal	None. An assessment has been carried out and concluded there is a need for a new crossing facility.
14. Affordability	This option would be fully funded by an external third party via S.278 agreement
15. Procurement strategy/route to market	TfL as the traffic (signal) authority would carry out the traffic signal detailed design and delivery of the traffic signal works. The civil works will be carried out by the City's Term Contractor.
16. Legal implications	16.1 In carrying out its traffic functions, the City must have regard, inter alia, to its duty to secure the expeditious, convenient and safe movement of vehicular traffic and other traffic (which includes pedestrians) - s.122 Road

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	Option 1
	<p>Traffic Regulation Act 1984; and its duty to secure the efficient use of the road network (s.16 Traffic Management Act 2004).</p> <p>16.2 The City Corporation would exercise its powers under Section 23 of the Road Traffic Regulation Act 1984 propose to introduce a signal-controlled pedestrian crossing.</p> <p>16.3 A Section 278 Highways Act 1980 agreement between TfL and the City Corporation would be the funding mechanism to deliver this project.</p>
17. Corporate property implications	None
18. Traffic implications	No significant traffic implications are envisaged.
19. Sustainability and energy implications	None
20. IS implications	None
21. Equality Impact Assessment	An Equalities Impact Assessment (EQIA) screening has been carried out for this option is not envisaged to negatively impact any groups of people. A full EQIA assessment is therefore not required for this project
22. Data Protection Impact Assessment	The risk to personal data is less than high or non-applicable and a data protection impact assessment will not be undertaken

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	<i>Option 1</i>
23. Recommendation	Recommended