

Division(s) affected: *Abingdon North*

DELEGATED DECISIONS BY CABINET MEMBER FOR TRANSPORT MANAGEMENT

23 APRIL 2026

ABINGDON: COPENHAGEN DRIVE – PROPOSED TOUCAN CROSSING & SHARED-USE PATH

Report by Director of Environment and Highways

RECOMMENDATION

The Cabinet Member is **RECOMMENDED** to:

Approve the following measures on Copenhagen Drive in Abingdon, as advertised:

- (a) New Toucan Crossing, to be located west of the roundabout junction of Wootton Road.**
- (b) Conversion of existing section of segregated foot & cycleway south of the proposed Toucan Crossing to shared-use.**

Executive Summary

2. This report presents responses received to a statutory consultation on proposals to introduce a new Toucan crossing (a signal-controlled crossing for use by both pedestrians and pedal cyclists) – to be located approx. 26 metres west of the roundabout junction of Wootton Road, and the conversion of a short section of segregated foot & cycleway south of the proposed Toucan crossing to a new shared-use path – as shown in **Annex 1**.
3. The proposals have been put forward as a result of the development of adjacent land to the north of Copenhagen Drive, which includes up to 40 potential dwellings, a Day Nursery, and a Care Home.

Corporate Policies and Priorities

4. The proposals form part of the County Councils 20mph transformation programme, as approved at Cabinet.

5. Of the three priorities identified within the newly adopted 'Oxfordshire Strategic Plan 2025-2028' which are listed below, these proposals actively support priority nos.1 & 3:

- (1) Greener Oxfordshire – *“We want our communities to enjoy clean air, access to green space, and safe and sustainable ways to move around. This means reducing traffic congestion and investing in public transport, cycling and walking; protecting our natural environment; and helping Oxfordshire respond and adapt to a changing climate.”*
- (2) Fairer Oxfordshire – *“We want all our residents to benefit from the advantages our county has to offer. This means supporting a local economy that benefits everyone; assisting people who face challenges in finding work; making our services as easy to access as possible; and helping communities in need.”*
- (3) Healthier Oxfordshire – *“We want all our residents to be happy, healthy and safe. This means helping children get the best start in life; creating opportunities for young people to reach their full potential; supporting older people to age well and stay independent for as long as possible; and encouraging everyone to make healthy choices.”*

Financial Implications

6. Funding for consultation on the proposals has been provided directly by the developer, with the relevant agreements in place to also fund implementation if approved.
7. Finance has completed a high-level review of this report. As no financial figures or costings were included, this sign off is limited to confirming that the narrative is reasonable based on the information provided. Service area Officers therefore take responsibility for confirming the funding arrangements, validating the financial position & underlying data independently from Finance.

Comments checked by:

Andrew Price – Interim Business Partnering Accountant

Andrew.Price@Oxfordshire.gov.uk

Legal Implications

8. The consultation that has been undertaken complies with the consultation requirements for the various elements as required by law including under the Highways Act 1980, the Road Traffic Regulation Act 1984 and any other relevant legislation.

9. The scheme has been promoted by Oxfordshire County Council as the Highway Authority and Traffic Authority under the Highways Act 1980, and the Road Traffic Regulation Act 1984.

Comments checked by:

Jennifer Crouch – Principal Solicitor (Regulatory)

Jennifer.Crouch@Oxfordshire.gov.uk

Staff Implications

8. There are no negative staff implications – with the appraisal of the proposals, as well as the consultation process having been undertaken by Officers from the ‘Highway Agreements South’, and ‘TRO & Schemes’ teams as part of their regular day-to-day duties, with no additional or negative impact on capacity expected.

Equality & Inclusion Implications

10. No negative implications in respect of equalities or inclusion have been identified in respect of the proposals.

Sustainability Implications

11. The proposals have been put forward to help improve active travel routes & road safety in the area, as there are a significant range of facilities and amenities within walking/cycling distance of the development site (including retail, education, and healthcare facilities). An increased number of walking & cycling choices are therefore considered to be realistic for residents, staff and visitors to the area.

Risk Management

12. No potential significant health and safety or service provision risks, or potentially significant financial impacts have been identified in these proposals.

Formal Consultation

13. Formal consultation was carried out between 04 March and 03 April 2026. A notice was published in the Oxfordshire Herald Series newspaper, and an email was sent to statutory consultees & key-stakeholders, including Thames Valley Police, the Fire & Rescue Service, Ambulance service, Bus operators, countywide transport/access & disabled peoples user groups, Vale of White Horse District Council, relevant local District Councillors, Abingdon Town

Council, and the local County Councillor representing the Abingdon North division.

14. Letters were also sent directly to approximately 270 properties in the area, and public notices were also placed on site in the vicinity of the proposals.
15. During the course of the formal consultation, 27 responses were received via the online survey, and these are summarised in the table below:

Proposal	Object	Concerns / Partial support	Support	No opinion /objection
Toucan crossing	2	1	23 (85%)	1
Shared-use path	2	1	22 (81%)	2

16. Additionally, a further five emails were received directly – with Thames Valley Police & Oxford Bus Company not objecting, Abingdon Town Council supporting, Oxfordshire Liveable Streets (a not-for-profit campaign organisation) offered their support, albeit with concerns regarding the pedestrian and cycle desire lines for north-south movements, and a local resident outlining their concerns about the potential for increased congestion at the lights.
17. The full responses are shown in **Annex 2**, and copies of the original responses are available for inspection by County Councillors. Any comments received that Officers identify as containing personal abuse and/or other personal information will be redacted as appropriate.

Officer Response to Objections/Concerns

18. The comments in response 'e3' are noted. The proposed crossing is approximately 10–15 metres from the existing uncontrolled tactile paved crossing point. This distance is not a significant deviation and provides a substantially safer crossing facility. The location represents the closest achievable position to the roundabout without introducing safety risks associated with the signal-controlled crossing in close proximity to an uncontrolled roundabout.
19. The existing uncontrolled crossing point will be removed, with the dropped kerbs replaced by full-height kerbs to discourage pedestrians from crossing at this location. Given that this is a busy road, it is anticipated that pedestrians will use the toucan crossing provided. Officers do not foresee any issues with users attempting to shortcut the crossing.
20. Officers can confirm that the toucan crossing is equipped with on-crossing detection, which will be set to keep crossing times to a minimum but will automatically extend if larger numbers of users are present.

21. The signal push buttons are positioned 800mm from the face of the kerb, ensuring they are safely and comfortably accessible for all users.
22. Although not dimensioned on the drawing, Officers can confirm that the shared-use footway/cycleway will be LTN 1/20 compliant, and will have a minimum width of 3.5 metres.
23. The comment in response no.e4 is noted, however, the concern relates to potential traffic generation associated with the proposed development. Matters relating to traffic generation would have been assessed as part of the planning process and have informed the design of the junction. As such this falls outside of the scope of this consultation.
24. In reference to responses 'o4' & 'o5', the comments are noted, however, it is important to note that this is a Developer funded scheme that will be delivered by the Developer. The provision of the toucan crossing forms part of the Developer's planning obligations and is a required element of the approved scheme. The installation of this crossing will deliver improved safety and accessibility for pedestrians and cyclists crossing at this location.
25. The comments in relation to the general condition of the existing carriageway fall outside the scope of this consultation. That said, as part of the proposed highway works, sections of Copenhagen Drive will be resurfaced.
26. Officers note the comments made in response 'o6', and confirm that there is no statutory distance for a toucan crossing to be located from a roundabout. The siting of the crossing therefore requires an appropriate balance between providing a convenient location that aligns with pedestrian and cycle desire lines, to ensure it is well used, and positioning it far enough away to not adversely affect the operation of the roundabout by giving the impression that a green light for the crossing means vehicles can proceed into the roundabout without checking for vehicles coming from the right.
27. The proposed crossing will be set to operate with short signal delays to minimise vehicle congestion. However, during periods of higher pedestrian and cycle demand, driver behaviour will inevitably play a role in the overall traffic operation.
28. The proposals have been subject to both Stage 1 and Stage 2 Road Safety Audits, and no safety concerns were identified in relation to the proximity of the crossing to the roundabout.
29. Officers can confirm that the response 'o8' is correct, in that the short section of segregated footway/cycleway proposed to be converted to shared use cycleway/footway is located to the West of the Wootton Road roundabout, not the East, in accordance with the plan.
30. In terms of Abingdon Town Councils concerns regarding the co-ordination of the three sets of Toucan lights in close proximity to the Wootton Road

roundabout – Officers note these concerns, however colleagues in the Traffic Signals team confirmed that it is not standard practice to ‘link’ crossings as they usually operate independently, and this is considered the most efficient way for them to work. If they were to be linked, then it would require a physical link between the crossings, new configuration, and upgraded hardware which would involve an increased amount of time and cost, which would ultimately fall outside the scope of the Developers works

Paul Fermer
Director of Environment and Highways

Annex(es): Annex 1: Consultation plan
 Annex 2: Consultation responses

Background papers: n/a
Other Documents: n/a

Contact Officer(s): Aaron Morton (Senior Engineer – Highway Agreements South)
 Ryan Moore (Technical Lead Engineer – Highway Agreements South)

April 2026

A. Email responses:

RESPONDENT	COMMENTS
(e1) Traffic Management Officer, (Thames Valley Police)	No objection
(e2) Head of Built Environment and Infrastructure, (Oxford Bus Company)	No objection
(e3) Abingdon Town Council	<p>Support – as increased numbers of residents from the established residential areas south of Copenhagen Drive are wishing to cross at this point to access Aldi and the new play and Multi Use Games Area at the recent Kingsgate development.</p> <p>It is also a key crossing point for school children from the north of Copenhagen Drive as well as for residents from the new planned development next to Aldi. Copenhagen Drive itself is very busy but one of the key hazards at this point is the traffic exiting from Wootton Road to Copenhagen Drive as drivers frequently do not indicate and travel as close to the 30mph limit as possible.</p> <p>In wishing to encourage as much Active Travel as possible a controlled crossing point is now necessary for very valid and necessary safety reasons.</p> <p>The only concern that we do have, is whether there is a way to introduce some form of co-ordination of the 3 sets of Toucan lights that this will create in close proximity to the Wootton Road roundabout to balance the all travel flows during very busy periods.</p>
(e4) Local group/organisation, (Oxfordshire Liveable Streets)	Support (with concerns) – The proposed crossing is significantly away from the pedestrian and cycle desire line for north-south movements - further away than the current non-priority crossing. Some pedestrians will short-cut this, and avoid signal delays, by crossing using the island, and some people will choose to cycle through the roundabout instead. Both of these will create road danger concerns, so to make using the crossing more

	<p>attractive we urge that its signals have short delays. Unless there are high walking and cycling volumes, activating the crossing on demand will cause no additional overall delay to motor traffic.</p> <p>We also urge that the call-buttons for the crossing be located far enough away from the carriageway edge to be safely accessed by people riding cycles that extend forwards. See https://cityinfinity.co.uk/2024/05/19/better-toucan-crossings/</p> <p>Widths are not given in the plans for the proposed stretch of shared use path, but it needs to be 3.5m wide to be fully standards compliant, since _Cycle Infrastructure Design_ (LTN 1/20) Table 6-1 wants a 0.5m buffer to 30mph traffic.</p> <p>In the longer-term, we would hope to see the entire roundabout rebuilt to better support walking and cycling, with the speed limit dropped to 20mph on and around it.</p>
(e5) Local resident, (Abingdon, Bourlon Wood)	<p>Partially support/concerns – As both a driver and a regular cyclist I am very much aware of the benefits that such a scheme would bring particularly for the large number of School Children that cross this road on a daily basis. My only concern with such a project would be that given the proposed development of both dwellings and a care home to be built on the adjacent field that the increase in traffic volume on this already incredibly busy may cause significant congestion particularly at peak time but also throughout the day. While on the one hand of course. Living as close to the junction as we do it may prove so much more difficult to exit Bourlon Wood by turning right (perhaps a box junction may help this issue) the introduction of such a crossing would be even more important from a safety point of view.</p>

B. Online responses:

RESPONDENT	COMMENTS
(o1) County Cllr, (Abingdon, Hanson Road)	<p>Toucan crossing – Support Shared-use path – Support</p>

<p>(o2) County Cllr, (Oxford, New Road)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>Support improving walking and cycling in Abingdon.</p>
<p>(o3) Local Cllr (Abingdon, Thurston Close)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>The proposal will encourage people to cycle or walk in this area instead of taking the car.</p>
<p>(o4) Local resident, (Abingdon, Bourlon Wood)</p>	<p>Toucan crossing – Object Shared-use path – Object</p> <p>What a waste of money. If you think runners and cyclists are going to stop and wait for a green light you're mistaken. The exit from Bourlon Wood is wide and open with good visibility and is not an accident hot-spot. Dont do it! Mend a few pot holes instead!</p>
<p>(o5) Local resident, (Abingdon, Wootton Road)</p>	<p>Toucan crossing – Object Shared-use path – Object</p> <p>I most strongly object to this waste of money. There are already two sets of traffic light controlled crossings very close to this proposal, a third one will only add to traffic congestion.</p> <p>The money this would cost would be much better spent repairing the many potholes in the area. Repairing these potholes would contribute far more to road safety, for all road users, than any amount of gimmicks the council can dream up.</p>
<p>(o6) Local resident, (Abingdon, Wildmoor Gate)</p>	<p>Toucan crossing – Partially support/concerns Shared-use path – Support</p>

	<p>Cars coming off the West-bound exit are a little bit unpredictable so having lights instead of a basic crossing will hopefully make this section feel safer.</p> <p>My minor concern is that it is quite close to the roundabout; there seems to be room for about 8 cars before they start to obstruct the North-bound flow.</p>
(o7) Local resident, (Abingdon, Mons way)	<p>Toucan crossing – Support Shared-use path – Partially support/concerns</p> <p>I live on Copenhagen drive and this road needs a crossing at the top. The roundabout is very busy and it takes us ages to cross safely</p>
(o8) Local resident, (Abingdon, Ashenden Close)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>The proposal says "Additionally, a short section of the existing 'segregated' foot & cycleway on the southern side of Copenhagen Drive approaching the proposed new crossing EAST of the Wootton Road roundabout" (my emphasis). I assume this should read WEST rather than east, to match the plan?!</p>
(o9) Local resident, (Abingdon, Bath Street)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>I currently cycle along Wootton Road and, because motorists rarely signal that they are exiting the roundabout, it is dangerous cycling northwards when trying to cross Copenhagen Drive. This proposal eliminates that problem.</p>
(o10) Local resident, (Abingdon, Bourlon Wood)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>This is very much needed, both to improve the safety when trying to cross the road, and to help regulate the speed with which cars leave the roundabout heading down Copenhagen Drive. Also, when the housing is built on the 'Circus Field' next to Aldi, even more people will be trying to cross so it's a good pre-emptive measure.</p>

(o11) Local resident, (Abingdon, Bourlon Wood)	Toucan crossing – Support Shared-use path – Support The Toucan crossing will make crossing the road easier.
(o12) Local resident, (Abingdon, Crosslands Drive)	Toucan crossing – Support Shared-use path – Support Crossing on the west side of the road is very difficult currently, getting to aldi is risky, particularly for children. Cars drive very fast over the roundabout and the use of indicators is poor so it's probably only a matter of time until there's an accident
(o13) Local resident, (Abingdon, Crosslands Drive)	Toucan crossing – Support Shared-use path – Support It feels really unsafe to cross the road near the wootton road roundabout as cars approach fast and do not indicate which exit they will take. I would like for there to be the same crossing put in on the wootton road to help with safe crossing as this route is commonly used for children to go to school
(o14) Local resident, (Abingdon, Crosslands Drive)	Toucan crossing – Support Shared-use path – Support It's making it safer for both cyclists and pedestrians to cross the road, no objection from me.
(o15) Local resident, (Abingdon, Evelin Road)	Toucan crossing – Support Shared-use path – Support Good for pedestrian safety.

(o16) Local resident, (Abingdon, Evelin Road)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>I thought that this crossing was included in the original plans for the new 'Aldi' roundabout and junction, along with the traffic light crossing on the eastern side of Copenhagen Drive, so why the consultation now?.</p> <p>We regularly cross the road on the western side to walk to Aldi and have great difficulty in crossing the road using the traffic island. Drivers negotiating the roundabout rarely signal their intended route, or exit, making it extremely difficult to guess when it is safe to cross. The sooner a Toucan or similar traffic light crossing is installed the better.</p>
(o17) Local resident, (Abingdon, Evelin Road)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>It will make crusting the road safer</p>
(o18) Local resident, (Abingdon, Fullwell close)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>This is highly needed. Currently it is dangerous for pedestrians to cross on the m this side of the roundabout as cars drive very fast, and even if you start walking when there are no cars that can appear while you are part way across.</p>
(o19) Local resident, (Abingdon, Larkhill Road)	<p>Toucan crossing – Support Shared-use path – Support</p> <p>Sounds great, this will make walking to Aldi easier</p>

<p>(o20) Local resident, (Abingdon, Mons Way)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>I support a safe crossing here as since the Kingsgate houses, play area and Aldi have been built there has been a large increase in pedestrians and cyclists wanting to cross Copenhagen Drive, including an increased number of children for the park and especially at school times.</p> <p>Local residents from the established housing in the Wildmoor area of the town south of Copenhagen Drive, including myself, as well as the new residents, make frequent trips across the road but traffic approaching, or coming round the Wootton Road roundabout is quite often heavy and travelling close to the 30 mph limit, can mean waiting 5 minutes to cross from one dropped kerb to the mid point refuge and another few minutes to cross the other carriageway to the opposite footpath.</p> <p>Traffic coming up from the Wootton Road usually doesn't signal to turn right into Copenhagen Drive, so when trying to cross the road one has to wait to see if they are, or if they are going straight on.</p> <p>This adds to the time taken to cross, as do the cars that accelerate through the roundabout causing pedestrians to either run to complete the crossing or step back quickly.</p> <p>The crossing will therefore be a much needed and essential feature for all road users. It will allow safe crossing for pedestrians and cyclists while giving a clearly visible warning to drivers on or entering Copenhagen Drive that the crossing point is in use.</p> <p>Our son started secondary school this year and currently he is told to use the lights at Abingdon College to cross from Wildmoor side of Wootton Road so he can use the Dunmore Toucan to be safe, so this is a much needed improvement.</p>
<p>(o21) Member of public, (Abingdon, Overmead)</p>	<p>Toucan crossing – Support Shared-use path – Support</p>
<p>(o22) Local resident, (Abingdon, Saxton Road)</p>	<p>Toucan crossing – Support Shared-use path – Support</p>

	<p>Crossing is badly needed. Terrifying to cross as it stands, especially with children and bikes.</p>
<p>(o23) Local resident, (Abingdon, Norris Close)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>I support the proposal, but more speed quieting measures will need to be put into place to make sure it's safe. That bit of road is long overdue a speed camera!</p>
<p>(o24) Local resident, (North Abingdon, Fieldside)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>often have to cross over this road with little dogs</p>
<p>(o25) Local resident, (Wootton, The Old Pound)</p>	<p>Toucan crossing – Support Shared-use path – Support</p> <p>I live in Wootton and would love to be able to walk and cycle to Abingdon, but there are several difficult road crossings which at the times I need to travel are very busy and unsafe. This is one of them. Due to the lack of safe road crossing points (including this one, and the mouth of Barrow road at the Wootton Road end) I always drive into Abingdon. Please implement this much needed safety feature to enable people to safely cross without needing to drive across.</p> <p>I know there is a crossing on the other side of the roundabout, but it doesn't line up with any meaningful length of pavement on the Wootton side, forcing people to have to cross the Wootton road twice (once on the Abingdon side, and then once on the Wootton side).</p> <p>I can't envisage the precise location on the plan (due to only viewing the diagram on my phone), but I suggest it would be good to set it a bit away from the roundabout (eg several car lengths) so that drivers easily spot it - if it is very close to the roundabout I think drivers might be too focused on the roundabout to also check the crossing signal.</p>

	Also, it would be good if the crossing time is fairly short (not like the rather slow one next to Aldi) so that it doesn't cause traffic to back up too much at this very busy roundabout.
(o26) Local resident, (Abingdon, Crosslands Drive)	Toucan crossing – Support Shared-use path – No objection/No opinion Support improved public infrastructure
(o27) Local resident, (Abingdon, Fieldside)	Toucan crossing – No objection/No opinion Shared-use path – No objection/No opinion Makes sense to have a crossing as can be difficult to cross at times. Would a zebra crossing not be easier?