

**Report to** Norwich Highways Agency committee  
19 December 2019

**Report of** Head of city development services

**Subject** Proposed zebra crossing on Drayton Road – consultation results

**Item**

**6**

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### **Purpose**

To consider all responses from the consultation and approve installation of the proposed zebra crossing on a raised table as advertised.

### **Recommendation**

To:

- (1) approve the proposed zebra crossing on Drayton Road and;
- (2) ask the head of city development services to:
  - (a) arrange the installation of the proposed zebra crossing on a raised table on Drayton Road by Stone Road as advertised:  
and,
  - (b) carry out the statutory legal procedures to finalise the traffic regulation order to extend the double yellow lines by 4m on the north side of Drayton Road, west of its junction with Stone Road as shown on plan No. PLA433 HD2 01

### **Corporate and service priorities**

The report helps to meet the corporate priority a safe, clean and low carbon city

### **Financial implications**

These works will be funded from the £50,000 parish partnership fund, jointly funded by Norwich City Council and Norfolk County Council.

**Ward/s:** Mile Cross

**Cabinet member:** Councillor Stonard - Sustainable and inclusive growth

### **Contact officers**

Linda Abel, senior transportation planner 01603 212190

Joanne Deverick, transportation and network manager 01603 212461

## **Background documents**

A1067 Drayton Road, Pedestrian Crossing Assessment, April 2018

# Report

## Background

1. A budget of £6000 has been issued to county councillors in Norfolk for members to fund small highway improvements in their wards. In 2018 County Councillor Chrissie Rumsby who was aware of pedestrians having trouble crossing Drayton Road to access the retail units opposite Stone Road, funded a full pedestrian crossing assessment.
2. The pedestrian crossing assessment involved a site assessment, pedestrian and traffic surveys and recorded personal injury collisions in the area to establish the needs of pedestrians.
3. The recommendation from the assessment was that “a Zebra crossing would be the most suitable form of crossing to be installed at this location. There is a significant pedestrian trip generator located on the south side of the road and a formal crossing at this location would be well used”. The report also stated the “crossing should be placed on a hump, allowing pedestrians to cross at grade and suppressing speeds further at the point of crossing”.
4. In discussions with Mile Cross ward councillors, it was evident that local residents would be very concerned about any loss of parking space on Drayton Road. For this reason the location as recommended by the crossing assessment was adjusted to place the crossing point as near to Stone Road as possible to limit the necessary parking restrictions. In this position, pedestrians could use the new pedestrian link at the north east corner of the retail unit.

## Consultation

5. The pedestrian crossing and road hump notice and first advert of the traffic regulation order were published in the Eastern Evening News on 11 October 2019. Road notices were displayed on site, information was posted on the city council web site, local residents and businesses were written to and stakeholders emailed to inform the public of the proposals. The consultation period ended on 5 November 2019. The proposed plan showing details of the zebra crossing is attached as appendix 1.
6. In total 8 businesses and residents responded to the consultation. Three agreed to the proposals, five objected. A summary of the responses can be seen attached as appendix 2.
7. The store operations area manager from Aldi responded to say there were no objections from Aldi regarding the proposal and requested information on the timing of the installation.
8. A response from First Bus was concerned with the raised table and commented “I am dismayed that yet more traffic calming is taking place in this way – not only will the construction cause significant disruption to bus services on Drayton Road (every 15 minutes), but it is yet another example of the city council slowing buses down - we need to minimise the impact on buses during construction”.

9. Local residents close to the proposed crossing were concerned with the loss of road side parking, environmental/pollution impact, noise generation and flashing lights into their front rooms. They suggested the crossing should be moved to the east of Stone Road where it is not directly outside houses and give better access to Wensum Park.
10. One resident gave their support for the proposals, adding that they have noted a marked increase of pedestrians crossing the road at this location to gain access to the stores. As Drayton Road is very busy and traffic does speed they thought it was sensible to install a crossing. Concerning residents parking, they pointed out that there are often spaces available for parking on Drayton Road and Stone Road. They stated "Local residents need to understand it is a privilege to park outside their homes and not an automatic right."
11. Councillor Chrissie Rumsby responded "I fully support the Zebra crossing as it will make it safer for residents to cross. Many residents over the years have asked for one, so hopefully this will get the go ahead."

### **Officer comments**

12. There will be a loss of 4m of parking space. This is almost the length of one small car. However there are many areas of unrestricted parking close by and although it may stop residents from parking directly outside their property, they will be able to find space. The small reduction of parking space for residents needs to be considered against the benefit for the wider community.
13. The crossing assessment showed the main area where the public were crossing is to the west of Stone Road to access the retail units. If the crossing was moved to the east of Stone Road many pedestrians would not walk the extra distance to use the crossing. The crossing assessment did propose to locate the crossing closer to the vehicle access to the retail units which did involve reducing parking areas further. However, due to the understanding of the need for residents' parking, the proposed crossing location was moved further east, close to Stone Road where pedestrians will be able to use the new link through to the retail units.
14. The proposal of installing the crossing on a raised table will not have a negative impact on the environment. Traffic will need to slow down to pass the raised table which will improve the environment for all road users. Abrupt braking could produce more emissions and possible noise, but with good forward vision of pedestrians at the kerb edge, this should not be needed. The crossing beacons will be installed with cowls to stop the lights from shining into nearby properties.
15. There is a similar existing zebra crossing on a raised table further to the west on Drayton Road by Junction Road. This has been well used and we have received no concern from bus companies in the past about the raised table. The need to slow down or stop for the crossing will not delay the bus any more than the normal ebb and flow of traffic in Norwich.
16. It is important for the zebra crossing to be placed on a raised table. This will enhance drivers awareness, make it easier to cross for pedestrians (as it will be

at footpath level), help slow traffic and gives continuity with the existing zebra crossing near Junction Road.

17. Aldi stores and other businesses and residents will be given prior notice of the start date for the installation of the crossing. Access to properties will be maintained at all time.
18. Some residents were concerned that crossing assistance was needed to access Wensum Park. An initial survey of people crossing Drayton Road around the crossroads with St Martin's Road, near the main entrance to Wensum Park, has been conducted. The relatively low number of pedestrians crossing in this location and the general speed of finding a gap in the traffic to cross, indicates that this cannot be considered a priority for funding a pedestrian crossing at this time. If travel patterns change and funding becomes available in the future, a full assessment could be carried out.
19. The responses in support of the proposals are gratefully received.
20. A main road such as Drayton Road can be a barrier to people who wish to walk to local amenities, but find it difficult to cross. By providing a convenient and safe crossing for pedestrians to access the retail units or to travel further, more journeys will be taken on foot. This then helps to lower the amount of short journeys taken in motorised vehicles and subsequently helps to improve the environment and residents health. The value of the crossing to the wider community has to be considered against the concerns of the 4 objecting local residents.

### **Recommendation**

21. In consideration of all the responses to the consultation, it is recommended to proceed with installing the proposed zebra crossing on a raised table as shown on plan No.PLA433 HD2 01, including the extra 4m of double yellow line.

## Integrated impact assessment



**NORWICH**  
City Council

### Report author to complete

<b>Committee:</b>	Norwich Highways Agency Committee
<b>Committee date:</b>	19 December 2019
<b>Director / Head of service</b>	Andy Watt
<b>Report subject:</b>	Proposed zebra crossing on Drayton Road – consultation results
<b>Date assessed:</b>	30/10/2019

	Impact			
<b>Economic</b> (please add an 'x' as appropriate)	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Finance (value for money)</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The relatively low cost of the proposed zebra crossing will allow easier crossing of Drayton Road, slow traffic and improve road safety for all road users.
<b>Other departments and services</b> e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>ICT services</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Economic development</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The crossing will allow easier access to retail units and therefore encourage local visitors.
<b>Financial inclusion</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Walking is a free form of transport. By encouraging pedestrians and making it easier and safer to cross the road this is a facility that can be used by all able to walk and also by people in wheelchairs or mobility scooters.
<b>Social</b> (please add an 'x' as appropriate)	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Safeguarding children and adults</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The zebra crossing on a raised table will improve road safety for all.
<b>S17 crime and disorder act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Human Rights Act 1998</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
<b>Health and well being</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The zebra crossing on a raised table will encourage more local pedestrians to visit the retail units and other facilities such as Wensum Park by walking. This will also improve road safety for all.
<b>Equality and diversity (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Relations between groups (cohesion)</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Eliminating discrimination &amp; harassment</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Advancing equality of opportunity</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Environmental (please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Transportation</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The proposals will increase road safety for all users on the highway.
<b>Natural and built environment</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By encouraging more people to walk to local facilities this will lower the number of short journeys travelled by car which will improve the environment.
<b>Waste minimisation &amp; resource use</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Pollution</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By encouraging more people to walk and slowing traffic, this zebra crossing on a raised table will help to lower pollution from road traffic.



	Impact			
<b>Sustainable procurement</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>Energy and climate change</b>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	By encouraging more people to walk and slowing traffic, this zebra crossing on a raised table will help to lower the use of fossil fuels and air pollution from road traffic.
<b>(Please add an 'x' as appropriate)</b>	<b>Neutral</b>	<b>Positive</b>	<b>Negative</b>	<b>Comments</b>
<b>Risk management</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The design will be assessed by the full programme of road safety audits before and after construction.

### Recommendations from impact assessment

#### Positive

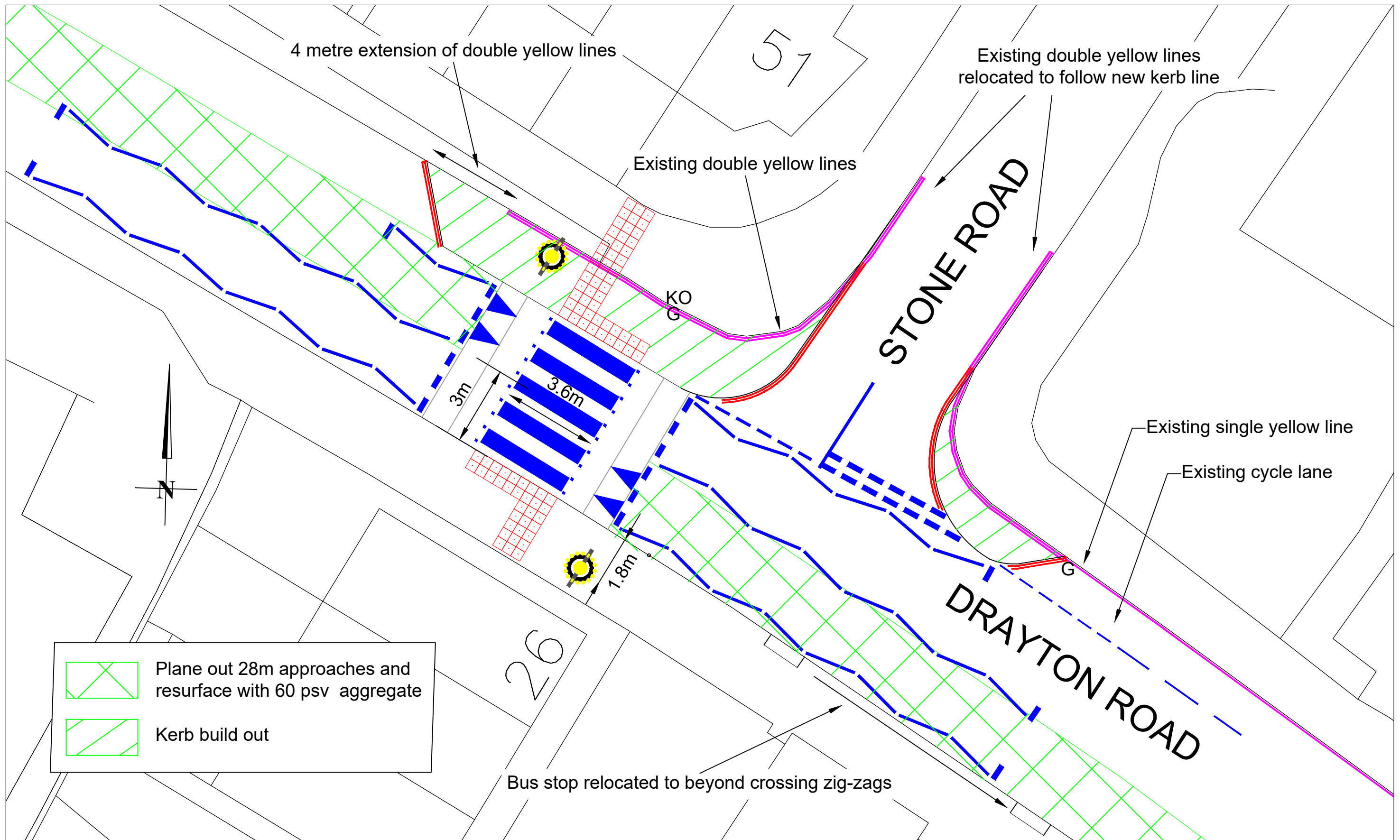
The proposed zebra crossing on a raised table on Drayton Road will improve road safety for all road users and should be installed as advertised.

#### Negative

#### Neutral

**Issues**

The impact to residents parking has been minimised as much as possible and is considered acceptable in consideration of the benefits to the whole community.



# Appendix 1

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REV.	DESCRIPTION	DRAWN BY	CHECKED	DATE
A	Extension of build-out	PW		9/2019

	INITIALS	DATE	DRAWING No.
SURVEYED BY	PW	9/2019	PLA433 HD2 01
DESIGNED BY	PW	9/2019	PROJECT TITLE
DRAWN BY	PW	9/2019	Drayton Rd zebra crossing
CHECKED BY	LA	9/2019	SCALE
			NTS
			FILE No.
			PLA433

## Consultation Responses to Drayton Road proposed zebra crossing

Respondent	Objection or agree	Comments	Officer views
Aldi	Agree	There are no objections from Aldi in regards this proposal. A request for information on timescales for the work involved.	Support welcome. If the installation is agreed, local residents and businesses should be given two weeks' notice of the proposed date of construction.
Local Resident	Objection	Strongly opposed to scheme as it is considered unnecessary and will do more harm than good. Stated that they never have to wait longer than 10 or 20 seconds to cross Drayton Road. Parking is already quite tight in the area and losing more space will not be good for any who live there. Considers a waste of money that would be better off used elsewhere. There is another crossing nearby. Would be better moved nearer to Wensum park.	The crossing assessment carried out by road safety engineers showed a definite need for a formal pedestrian crossing. The amount of space lost to road side parking is just 4m which is less than the length of a single car. An initial survey of people crossing near the main entrance to Wensum Park has been conducted and showed a relatively low level of crossing.
Local Resident	Objection	Concerned about the environmental/pollution impact, and also the noise impact, since as they work from home. Also does not want lights flashing constantly outside the front window. Considers the crossing would be better on the east side of Stone Road where the flats have a large green area separating them from the road.	The raised table will be designed to recommendations from the Department of Transport. The changes to the existing level of noise from traffic on Drayton Road is expected to be negligent. To stop the flashing beacons lighting into nearby properties, the beacons will be fitted with cowls. If the crossing was moved to the east side of Stone Road, it will be well away from the desire line of many pedestrians.

Respondent	Objection or agree	Comments	Officer views
Local Resident	Agree	<p>Supports the crossing. States since Aldi and Home Bargains opened their stores there has been a marked increase of pedestrians crossing Drayton Road. Drayton Road is a very busy and many vehicles do not adhere to the 30mph speed restriction. Considers it is a sensible idea to put a crossing at this location. They often walk on this road morning and evening and sees there are usually spaces available for parking in this area and further around. Summarises that local residents need to understand it is a privilege to park outside their homes and not an automatic right. Considers there will be few/no parking problems once the crossing is installed. Thinks this is an excellent scheme to help pedestrians and slow traffic on Drayton Road.</p>	<p>Support welcomed. It is correct that the main function of a road is for the movement of people and vehicles. There is no legal right to be able to park on the road.</p>

Respondent	Objection or agree	Comments	Officer views
Local Resident	Objection	<p>Considers the proposed crossing is in the wrong location, suggests it should be south/east of Stone Road where it will be better for pedestrian safety, desire path, effects on noise and air pollution and parking. There is insufficient parking spaces for all residents now, compounded by day time commuters, a CPZ should be introduced. Aldi shoppers also park here. The raised table will cause noise and these old houses will not be able to be modified to reduce the noise levels to World health Organisation Guidelines. Traffic pollution will increase due to vehicles braking. The proposed location requires pedestrians to unnecessarily cross Stone Road. There will be less privacy as bus passengers will look into our front windows. This historic raised Victorian streetscape will be blighted by street furniture and belisha beacons. Also, a crossing should have been funded by the new development at the retail park and not using public money.</p>	<p>As mentioned above, if the crossing was moved to the east side of Stone Road, it will be well away from the desire line of many pedestrians and not used. At the moment the council does not have the necessary budget to consider extending the existing CPZ areas. The raised table will be designed to recommendations from the Department of Transport. The changes to the existing level of noise from traffic on Drayton Road is expected to be negligent. Any residential property on a main radial road into Norwich will have buses and other large vehicles going past and occasionally stopping outside. The new development for the two retail units was a replacement of existing retail units, so there was no change in use of land. Therefore there was no general transport contributions. However a new link to Drayton Road for pedestrians was provided which is being used for the route to the zebra crossing.</p>

Respondent	Objection or agree	Comments	Officer views
Local Resident	Objection	Placing the crossing in this location will have a detrimental effect on the people living near this area, especially due to loss of parking space. The other side of Stone Road is much better for pedestrian safety. HGVs to the nearby industrial units have difficulties manoeuvring in this area. They also, on occasions block the footpath by inconsiderate parking, which the council needs to deal with. This crossing will be too close to the other zebra crossing by Junction Road and will cause accidents and traffic flow problems. Many drivers break the speed limit in this area. The crossing should be moved nearer to Wensum Park where it would not affect anyone in the area and help visitors to the park. Planners need to understand the area better to provide an appropriate scheme.	As mentioned above, the amount of space lost to road side parking is just 4m which is less than the length of a single car. The zebra crossing zig zags will prohibit parking in this area which will be enforced. The zebra crossing near Junction Road is approximately 170m to the west, this will not cause any traffic problems and as they are will both be on raised tables, will help to slow traffic. The crossing assessment showed a need for the crossing close to the entrance of the retail park. A further survey of people crossing near the main entrance to Wensum Park has been conducted and showed a relatively low level of crossing.
First Bus	Objection to raised table	Dismayed that yet more traffic calming is taking place in this way, not only will the construction cause significant disruption to bus services on Drayton Road (every 15 minutes), but it is yet another example of the city council slowing buses down. It is necessary to minimise the impact on buses during construction.	The raised table will slow all traffic but not to disrupt bus timetables. During construction we aim to avoid traffic delays where possible.
Cllr Chrissie Rumsby	Agree	I fully support the Zebra crossing as it will make it safer for residents to cross. Many residents over the years have asked for one, so hopefully this will get the go ahead.	Support welcome