

Portfolio Holder Decision

A429 Coventry Road, Warwick.

Traffic Regulation Order approvals.

Portfolio Holder	Portfolio Holder for Transport and Planning
Date of decision	12 May 2023
	Signed 

1. Decision taken

That the Portfolio Holder for Transport and Planning approves:

1. The making of the following orders:
 - a. Warwickshire County Council (Guys Cross Park Road, Warwick) (Prohibition of Right Turns) Order 2023 under the Road Traffic Regulations Act 1984.
 - b. Warwickshire County Council (A429 Coventry Road, Townsend Close, Phillippes Road and Huddison Close, Warwick) Cycle Track Order 2022 the Cycle Tracks Act 1984
2. The Implementation of the following schemes:
 - a. Installation of pedestrian and cycle crossings on various road as shown on drawings 9.2-A429-063-021 (**Appendix A**) and 9.2-A429-063-022 (**Appendix B**) under s23 of the Road Traffic Regulation Act 1984
 - i) 2 x zebra crossings on Guys Cross Park Road (northern and southern arms)
 - ii) a cycle/pedestrian priority crossing on Rowan Drive
 - iii) a cycle/pedestrian priority crossing on Station Avenue
 - iv) the upgrading of the existing puffin crossing located by The Railway Inn on the A429 Coventry Road to a toucan crossing
 - v) The implementation of a new toucan crossing on the A429 Coventry Road approximately 10 metres north of Lakin Road
 - b. Installation of raised tables to enable cycle/pedestrian priority crossings on

various roads as shown on drawings 9.2-A429-063-021 (**Appendix A**) and 9.2-A429-063-022 (**Appendix B**) under s90A and 90G of the Highways Act 1980

- i) The Paddocks, located 15 metres west of its junction with the A429 Coventry Road.
 - ii) Station Avenue, located 10 metres east of its junction with the A429 Coventry Road
 - iii) Guys Cross Park Road, located on its entry approximately 15 metres west of its southern junction with A429 Coventry Road
 - iv) Rowan Drive, located 5 metres west of its junction with the A429 Coventry Road
- c. Conversion of footways on the A429 Coventry Road to shared and segregated use footways/cycle tracks as advertised with Section 65 and Section 66 of the Highways Act 1980.

These measures form part of a cycling scheme proposed to be implemented on the A429 Coventry Road, Warwick between The Paddocks and Primrose Hill.

2. Reasons for decisions

- 2.1 Where objections have been received to certain advertised traffic orders it is necessary for the Portfolio Holder to decide on the orders.

3. Background information

- 3.1 A 1.15km cycle route is proposed on the A429 Coventry Road, Warwick where there is currently no infrastructure for cyclists. The route has been proposed to provide a safe and direct cycling route between the Spinney Hill roundabout on the outskirts of Warwick, Warwick station and the St Johns area on the edge of Warwick town centre. The route will provide a key missing link in the local cycling network enabling more people to make journeys by sustainable forms of transport.
- 3.2 At Spinney Hill roundabout the route will connect with the National Cycle Network 52 for connections to Leek Wootton and Kenilworth. The Coventry Road route also provides connections to Woodloes Park, Warwick Hospital and destinations to the west of Warwick via a recently completed scheme which upgraded a footpath to a shared use footway / cycleway on open space north of the canal between Coventry Road and Greenway, where the route connects with the existing cycling network. The proposed route will link to Warwick town centre via the programmed St Johns junction improvement scheme and the existing cycle route on Priory Road and to destinations in south Warwick including schools on Myton Road and Warwick Technology Park via the recently upgraded cycling route through St Nicholas' Park. In the future the route will provide a connection to Leamington Spa via the proposed cycle route being delivered as part of the Emscote Road Sustainable Movement Corridor scheme.

- 3.3 The Coventry Road route was identified as a high priority by the 2018 member led Task and Finish Group on cycling infrastructure. During 2018/19 the Traffic and Road Safety Group allocated Casualty Reduction funding to the Coventry Road cycle scheme and commissioned feasibility and outline design work in response to the number of collisions involving cyclists. At this time there was insufficient funding to progress the scheme to delivery and consequently work was paused.
- 3.4 In August 2020 the County Council was awarded £1.9 million from the government's Getting Building Fund through Coventry and Warwickshire LEP to deliver a package of priority cycling schemes including the Coventry Road route. The funding bid was supported by Warwick Town Council and Warwick District Council. In January 2021 the Leader of the Council approved acceptance of the Getting Building Fund grant and the addition of the funding to the capital programme.
- 3.5 Design work recommenced in late 2020 and stakeholder and public engagement on the initial design took place in autumn 2021. The engagement was publicised by writing to 184 properties in the vicinity of the route, displaying notices along the route, issuing a press release, informing stakeholders, and providing information on the County Council's website.
- 3.6 A total of 21 responses were received, of which 14 were from residents who lived on the proposed route, with a further 4 responses from residents in the wider community. Responses were also received from the local cycle forum, a local business, and the District Councillor. The majority of responses (n=14) supported the proposals, although some respondents who supported the principle of the scheme raised concerns about the design or suggested improvements. A further 5 respondents stated they did not support the proposed scheme, of which 4 lived in the vicinity of the northern section of the route where it is proposed to utilise Huddison Close and a short section of Hayle Avenue and a section of informal path that has been created on highway land between Coventry Road and properties on the adjacent residential roads of Hayle Avenue, Brese Avenue and Townsend Close. A further 2 respondents did not state whether they supported or opposed the scheme proposals.
- 3.7 A summary of the feedback and the design response to the engagement undertaken in 2020 is provided in **Appendix C**.
- 3.8 In response to the feedback, the scheme design was reviewed to consider the opportunity to implement junction treatments which would give priority to cyclists and pedestrians at side roads at Rowan Drive, Lakin Road, and Station Road, but the additional cost of these design features meant it was considered unlikely they could be delivered as part of the scheme.
- 3.9 In 2022, the County Council secured £0.205 million to further enhance the scheme from the Government's Cycle Rail Routes to Station Fund administered by Sustrans. The purpose of the fund is to improve cycle routes to National Rail stations and increase rail passengers or help existing passengers to switch from car use to cycle. A requirement of the funding is that the route design aligns with the '*Department for Transport Note 1/20 (LTN 1/20): Cycling Infrastructure Design*'. This required a design review and refinements to be made to the scheme, including improved

junction treatments to assist the movement of cyclists across side roads and providing additional crossing facilities to improve connections to the existing cycle network. A number of these refinements required Traffic Regulatory Orders. In October 2022, the Deputy Leader approved allocation of the Routes to Station funding to the A429 M40 J15 to A46/B4115 capital scheme to deliver cycle infrastructure on the A429 Coventry Road.

Proposed Scheme

3.10 A plan of the proposed cycle route is provided in **Appendix A** and **Appendix B**. The route is located on the western side of A429 Coventry Road and involves:

3.10.1 A cycleway link across open space between Primrose Hill and Huddison Close.

3.10.2 A 100 metre on road section on the low trafficked residential cul-de-sacs of Huddison Close and Hayle Avenue.

3.10.3 A 200 metre section of shared use cycleway / footway between the eastern end of Hayle Avenue and the Grand Union Canal on the alignment of an informal path on highway land set back from Coventry Road. To enable the path to be widened two mature trees will need to be removed.

3.10.4 Conversion of a 250 metre length of footway between the Grand Union Canal and 50 metres south of Guys Cross Park Road to a shared use footway/cycleway, widened where feasible to achieve a minimum width of 3 metres.

3.10.5 Installation of a cycle / pedestrian priority crossing on a road hump and the junction kerb radii reduced at Rowan Drive.

3.10.6 Installation of zebra crossings on each arm of the Guys Cross Park Road junction with Coventry Road, with both arms reduced to single lane width. To prevent additional congestion, right turns from Guys Cross Park Road onto Coventry Road is prohibited.

3.10.7 A 240 metre length of segregated cycleway and footway between a point 50 metres south of Guys Cross Park Road and just north of Lakin Road, with the road carriageway narrowed to create space for cycling and walking. The cycleway would be located next to the carriageway and away from the residential driveways.

3.10.8 A further 300 metre section of footway between just north of Lakin Road and The Paddocks converted to shared use footway/cycleway. A wider pedestrian refuge will be provided at Lakin Road with the junction modified to reduce the speed of vehicles turning left from Coventry Road onto Lakin Road. The bus stop and litter bin south of Station Road would be repositioned to the front of the footway.

3.10.9 To discourage HGV's from accessing The Paddocks a road hump and narrowing would be provided set back 15 metres from the junction with Coventry Road.

3.10.10 To support movements between the Coventry Road cycle route and the route through St Nicholas' Park the existing uncontrolled crossing and pedestrian refuge just north of Lakin Road would be converted to a toucan crossing and the existing

puffin crossing outside The Railway Inn would be upgraded to a toucan crossing. In addition, the 110 metres of footway on the eastern side of Coventry Road between the two crossings would be converted to a shared use footway / cycleway with the cycle lane access from Coventry Road onto Guy Street being removed. A priority cycle / pedestrian crossing would be provided on a road hump on Station Avenue.

3.10.11 A Cycle Track Order is to be created for the sections of the cycle route described in 3.10.1 and 3.10.3 above to upgrade the existing informal paths to shared use footway/cycle. Some types of cycle track have to be made under the Cycle Tracks Act 1984 and this will apply to these sections which are outlined further in **Appendix E**, but this is not an Order decision for the Portfolio Holder to make. This particular Order will be made by the Strategic Director for Communities if unopposed or referred to the Secretary of State in the case of objections.

Scheme Consultation

3.11 The following proposed traffic orders were advertised from 15th December through to 13th January 2023:

1. The implementation of a no right turn order from Guys Cross Park Road onto the A429 Coventry Road as advertised in accordance with the Road Traffic Regulation Act 1984.
2. The implementation of pedestrian and cycle crossings as advertised in accordance with s23 of the Road Traffic Regulation Act 1984 of:
 - a. 2 x zebra crossings on Guys Cross Park Road (northern and southern arms)
 - b. a cycle/pedestrian priority crossing on Rowan Drive
 - c. a cycle/pedestrian priority crossing on Station Avenue
 - d. the upgrading of the existing puffin crossing located by The Railway Inn on the A429 Coventry Road to a toucan crossing
 - e. The implementation of a new toucan crossing on the A429 Coventry Road approximately 10 metres north of Lakin Road
3. The implementation of raised tables as advertised in accordance with sections 90A and 90G of the Highways Act 1980 to enable cycle/pedestrian priority crossings at the following locations:
 - a. The Paddocks, located 15 metres west of its junction with the A429 Coventry Road
 - b. Station Avenue, located 10 metres east of its junction with the A429 Coventry Road
 - c. Guys Cross Park Drive, located on its entry approximately 15 metres west of its southern junction with A429 Coventry Road.
 - d. Rowan Drive, located 5 metres west of its junction with the A429 Coventry

Road.

3.12 Conversion of footways on the A429 Coventry Road to shared and segregated use footways/cycle tracks as advertised in accordance with Section 65 and Section 66 of the Highways Act 1980.

3.13 The public and stakeholders were invited to comment on the scheme as part of the TRO consultation that ran from 15th December 2022 through to 13th January 2023. Scheme information, consultation plans and public notices were erected on site in the vicinity of the proposed cycle route, with the information also published on Warwickshire County Council's website and held at Shire Hall for people to view. Details were also sent to statutory consultees (including the Chief Officer of the Police), stakeholder groups including Warwick Hospital and to 184 properties in the immediate vicinity of the route and who may be directly affected by it, as well as a press release in the local newspaper.

Objections to the Proposed Traffic Regulation Orders (TRO)

3.14 During the consultation period between 15th December 2022 and 13th January 2023, 19 respondents made comments about the proposed scheme with the following objections made in relation to the advertised TRO's (the objections are outlined in full in **Appendix D** of the report alongside the team's response to these).

Theme	Number of Responses
Objection to providing cycle priority crossings	2
Objection to banned right-turn out of Guys Cross Park Road by Piers Close residents who will lose the opportunity to U-turn at Coventry Road as an alternative to turning right onto Guys Cross Park Road when seeking to travel west.	6
Objection to banned right-turn out of Guys Cross Park Road due to increase in congestion, pollution and/or journey time	5
Objection to banned right turn out of Guys Cross Park Road due to issue accessing property	2
Objection to conversion of footways to shared use footway and cycleway in close proximity of driveway	2

Objections to the prohibited right turn out of Guys Cross Park Road onto Coventry Road

3.15 Objections to the proposal to prohibit the right turn were made by residents of Piers Close who use the right turn out of Guys Cross Park Road as a U-turn manoeuvre to mitigate against the restricted visibility from Piers Close when looking to turn right out of the Piers Close junction, to travel west towards Millers Road. Some residents stated they prefer to turn left out of Piers Close, onto Guys Cross Park Road (travelling east) and then use the right turn (which the TRO will prohibit) to perform a U-turn manoeuvre to travel back towards Millers Road.

3.16 A resident who lives opposite Guys Cross Park Road on the Coventry Road objected to the prohibited turn stating that they would no longer be able to access their property directly from Guys Cross Park Road and that the proposed parallel crossing on the southern arm of Guys Cross Park Road would cause congestion on the Coventry Road causing further issue for access into their property.

3.17 Additional objections were made by residents who stated that removal of the right turn and reducing the carriageway to one lane would increase congestion on Guys Cross Park Road and Lakin Road, worsening air quality and increasing journey times.

Objections to proposed crossings.

3.18 One objection to the priority crossings across Guys Cross Park Road was made, stating that cyclists would cross the side roads at high speed without checking that motorists have stopped.

3.19 Another objection was made to the physical setback of the priority crossing across the northern exit arm of Guys Cross Park Road, stating that it needs to be set further back into the side road so that a small lorry can be accommodated at the junction.

Additional Concerns

3.20 Other representations were made from respondents regarding wider matters in connection with the proposed cycle scheme (i.e. those not directly about TROs). These included 5 responses concerning the shared use elements of the proposed scheme and a preference expressed by each of those 5 respondents to have fully segregated facilities that would reduce any conflict between pedestrians and cyclists. In addition, 3 residents raised objections because it is felt that the scheme encourages speeding cyclists on Coventry Road, where it descends to Lakin Road. Another resident raised an objection to the scheme because of concerns it would affect on-road parking on Hayle Avenue on Woodloes Park.

Response and recommendation

3.21 The proposed TRO to prohibit the right turn from Guys Cross Park Road is required to reduce the two lane exit onto Coventry Road into a single lane exit. At this location, a parallel crossing is proposed to facilitate quicker and safer crossing movements for both pedestrians and cyclists. By reducing the carriageway down to one lane, cyclists and pedestrians can cross the junction quickly, with limited impact on vehicle flows. Prohibiting the right turn out of this junction removes the potential for excessive delay caused by occasional right turners. A junction turning count survey carried out in showed only 5% of all vehicles exiting the junction, turn right onto Coventry Road. Retaining the existing two-lane exit arm would prevent delivery of a parallel crossing due to safety concerns relating to visibility across two lanes. This arrangement will be replicated on the entrance arm into Guys Cross Park Road from Coventry Road too, providing consistency across both arms of the junction, priority for active travel and improved pedestrian and cycling safety whilst having

minimal impact on traffic flows.

- 3.22 Any visibility issues relating to turning movements at the junction of Piers Close with Guys Cross Park Road are beyond the scope of this scheme and will not be made worse by banning the right turn from Guys Cross Park Road onto Coventry Road. Any journey time inconvenience arising from the prohibited right turn can be overcome by alternative routing.
- 3.23 An up-to-date traffic modelling assessment has been carried out for Guys Cross Park Road and shows that the proposed scheme will have a minimal impact on congestion at this junction because all vehicles will have to turn left onto Coventry Road. This will be enforced by the reduction of two lanes down to one and a build out to prevent the right turn. Traffic data shows the right turn movements out of this junction account for only 5% of the total turning movements and no concerns with the right turn ban have been raised by the Transport Planning Traffic Data and Modelling team and Road Safety Engineering Team which has carried out a Road Safety Audit on the proposed cycle route.
- 3.24 The A429 Coventry Road walking, cycling and wheeling route was designed by Warwickshire County Council's Engineering Design Services team using national regulations and design guidance for highway schemes. This includes the Design Manual for Roads and Bridges (DMRB), Traffic Signs Regulations and General Directions 2016 (TSRGD), Cycle Infrastructure Design: Local Transport Note (LTN 1/20) and Warwickshire Highway Construction Details.
- 3.25 The designs were subjected to a combined Stage 1 and Stage 2 Road Safety Audit. No departures from standard have been identified. No safety issues with the proposed shared use provision were identified.
- 3.26 LTN1/20 states that local authorities are responsible for setting design standards for their roads but also provides best practice examples and design principles. One principle is that 'on urban streets, cyclists must be physically separated from pedestrians and should not share space with pedestrians. In response to this, the design of the A429 Coventry Road scheme aims to maximise segregation between users, where possible. This has been achieved on the descending gradient towards Lakin Road, from Guys Cross Park Road, reallocating space from the carriageway and the existing wide footways to create a new 3.0m wide cycle track and a 2.0m wide footway, separated by a raised white line or other physical feature to allow ground level detection with a mobility cane. The footway will be located adjacent to the properties and the cycleway adjacent to the carriageway. This arrangement will maximise the visibility motorists exiting properties will have of cyclists using this section of the route.
- 3.27 Having considered and reviewed the objections to the orders, it is recommended that the scheme is progressed as advertised. The elements of the scheme which require Secretary of State approval to progress the sections covered by the Cycle Track Order, will progress as a separate phase (see 3.28 below).

Next Steps

3.28 Due to the processes involved in creating the Cycle Track Order for the northern section of the scheme and the objections received which will necessitate consideration by the Secretary of State, it is likely that the Coventry Road scheme will be delivered in two phases. The southern section between The Paddocks and the canal / Woodloes link would be delivered initially and the northern section between the canal / Woodloes link and Primrose Hill would be delivered at a later date subject to a decision by the Secretary of State approval.

4. Financial implications

- 4.1 Approval to add this scheme to the capital programme was given by the Leader of the Council on 15th January 2021.
- 4.2 The latest cost estimate for construction of the A429 Coventry Road cycle route is £715,000. The scheme will be funded through the Road Safety Casualty Reduction Fund allocation, the £1.9m grant secured from the Government's Getting Building Fund (GBF) through Coventry and Warwickshire LEP (CWLEP) for the Warwickshire Cycle Links project and £204,500 Routes to Stations grant awarded to WCC by Sustrans.
- 4.3 The scheme construction will be delivered through the Balfour Beatty Living Places Highways Maintenance Contract and the cost estimate has been established using standard contract prices for materials and construction which enables accurate costings. The estimate also includes 20% contingency on all costs.
- 4.4 There is potential to descope this scheme should costs increase beyond the budget, but this would be at the cost of desirable infrastructure that would prioritise the safe movement of pedestrians and cyclists. A lower quality scheme would not meet the needs of pedestrians and cyclists and would not attract people to use it.
- 4.5 The financial implications of not constructing this scheme would be the possible clawback of grant funding, including expenditure to date and any expenditure already incurred would have to be written-off as revenue cost.

5. Environmental implications

5.1 Transport is the single largest cause of carbon emissions in the UK. The A429 Coventry Road cycle scheme will provide cycling infrastructure which will enable more journeys to be made by bicycle, thereby contributing to reduced carbon emissions as well as lower levels of congestion and improved air quality. The additional Cycle Rail funding has enabled the scheme to be enhanced and will maximise the environmental benefits of the scheme by attracting a higher volume of users and encouraging more people to make local journeys by bicycle in preference to private cars

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Urgent matter?	<i>No</i>
Confidential or exempt?	<i>No</i>
Is the decision contrary to the budget and policy framework?	<i>No</i>

List of background papers
None

Members and officers consulted and informed
<p>Portfolio Holder – Councillor Wallace Redford</p> <p>Corporate Board – Mark Ryder</p> <p>Legal – Caroline Gutteridge, Lucy Adams</p> <p>Finance – Andrew Felton</p> <p>Equality – Delroy Madden</p> <p>Democratic Services – Isabelle Moorhouse</p> <p>Procurement – Mark Baker, John Hopper</p> <p>Councillors – Jonathon Chilvers (Leader of the Green Group), John Holland (Leader of the Labour Group) Jerry Roodhouse Leader of the Liberal Democrat Group)</p> <p>Local Member(s): John Holland (Warwick West), Jackie D’Arcy (Warwick North) and Parminder Singh Birdi</p>