

Portfolio Holder Decision

St Johns Junction, Warwick

Portfolio Holder	Portfolio Holder for Transport and Planning
Date of decision	14 March 2025
	Signed

1. Decision taken

That the Portfolio Holder for Transport and Planning gives approval to:

- 1.1 the making of the proposed Warwickshire County Council (District of Warwick) (Civil Enforcement Area) (Waiting Restrictions, On Street Parking Places and Residents' Parking) (Consolidation) (Variation Q) Order as advertised.
- 1.2 the making of the proposed Warwickshire County Council (Cross Street and St Johns Service Road, Warwick) (One Way Traffic) Order as advertised;
- 1.3 the implementation of road humps and traffic calming (carriageway narrowing) as advertised on St Johns Service Road and The Paddocks, Warwick;
- 1.4 the conversion of existing footways to shared use footways / cycle tracks on A445 Coten End, A429 Coventry Road, A445 Priory Road, A429 Smith Street, A429 St Johns and D4169 St Johns Court, Warwick as advertised;
- 1.5 the upgrading of existing puffin crossings to toucan crossings on A429 Coventry Road, Warwick (at its junction with St Johns) and on A429 St Johns, Warwick (at its junction with A429 Coventry Road / St Johns Court) as advertised; and
- 1.6 the felling of 2 no. street trees located between D4129 St Johns (service road) and A429 St Johns as advertised

2. Reasons for decisions

- 2.1 The St Johns Junction area is a key gateway to Warwick Town Centre on the eastern edge of the town centre. The St Johns Junction area performs several roles:

- A destination for local retail outlets in the area and access point for neighbouring mixed-use facilities along Smith Street and Emscote Road
- A key intersection for journeys into Warwick Town Centre and the surrounding areas from both the east via Emscote Road and the north via Coventry Road, key trip generators for travel through the junction include Warwick Technology Park, Warwick Hospital, St Nicholas Park, St Nicholas Church and the schools on Myton Road
- A gateway to the town for people arriving by train at Warwick station
- A home to the St John's Museum
- A residential area with a direct access to St John's Court, forming the fourth arm of the junction and other residential properties in the vicinity of the service road

The Need for Change

- 2.2 Work arising from the wider Warwick Town Centre proposals indicated that the introduction of a one-way system in the town centre would result in additional traffic being diverted down Priory Road and St Nicholas Church Street (as southbound traffic would no longer route via The Butts). The initial Paramics traffic modelling assumed an additional set of traffic signals at the Priory Road, Smith Street, St Nicholas Church Street junction to facilitate the forecast increase in traffic flows.
- 2.3 There is also a need to improve cycle and pedestrian facilities in the area, as laid out in Warwickshire's Local Cycling and Walking Infrastructure Plan, see Appendix E, where St Johns Junction is listed as a high priority programmed scheme. The junction forms a key route for cyclists from Warwick Town Centre to routes along Emscote Road and Coventry Road. Active travel improvements are required at the junction to provide a link with the existing shared footway/cycleway facility on Priory Road as well as linking in with the programmed active travel improvements along Emscote Road and Coventry Road corridors. The junction also forms a key route for people walking and wheeling. There is a particularly high demand for pedestrian movement from Warwick train station to St Nicholas Church Street by school children accessing schools along Myton Road. An all-red pedestrian phase is already accommodated at the St Johns signalised junction prioritising active travel movements, and existing zebra crossings give priority to people walking and wheeling across the three arms of Priory Road, Smith Street and St Nicholas Church Street.
- 2.4 The St Johns Junction is a key gateway to the town from the east and there are some key historical buildings which front the junction. Opportunities to enhance the public realm and to provide a more sensitive setting to enhance the historic built environment are to be sought through:
- Reduced junction footprint, including narrower running lanes for traffic and widened footways/public realm area
 - Opportunities for planting to soften the environment

- Consideration of prohibited turning movements for access/egress from the service road outside retail area onto Coventry Road and St Johns Junction
 - Opportunities to reduce street clutter and rationalise signage
- 2.5 The County Council approved a capital allocation to deliver a traffic management scheme for Warwick Town Centre in December 2019 and Cabinet approval for the scheme to be added to the capital programme was given in July 2020.
- 2.6 Stakeholder and public engagement on the wider Warwick Town Centre proposals took place in summer 2016. Design work on the St Johns Junction project commenced in July 2021 with a public engagement exercise carried out for the scheme in November 2022. A further engagement event for the St Johns scheme was held in May 2023 for local businesses, and in summer 2024 statutory consultations were undertaken in respect of the proposed traffic regulation orders, parking order, traffic signal upgrades, road humps, traffic calming measures, footway to cycle track conversions and tree felling.

Proposed Scheme

- 2.7 A plan of the scheme as advertised is provided in Appendix B. The scheme involves:
- Improvements to the existing road layout at the junction and the adjacent service road
 - Additional and improved cycle and pedestrian facilities to ease movement and increase safety through the junction
 - General enhancement to the area as a key gateway to the town including improved car parking and waiting times, reduced street clutter and rationalised signage

Scheme Consultation

- 2.8 A statutory consultation was undertaken from 27th June through to 30th August 2024 where the public and stakeholders were invited to comment on the scheme. Scheme information, consultation plans, and public notices were advertised through them being erected around the vicinity of St Johns Junction, a pack held at Shire Hall, published on the Warwickshire County Council website, and advertised in the local newspaper. Details were also sent by email to statutory consultees and by letter to approximately 800 local addresses including residents and businesses who may be directly affected by the scheme.
- 2.9 The orders and notices that were advertised can be seen in Appendix A, TRO and Notice Table.

Objections to the Proposals

2.10 During the consultation period between 27th June and 30th August 2024, 91 respondents made comments about the proposed scheme. The following is a summary of the objections received.

Theme	No. of Responses
Issue with cycle provision not delivering on objectives of LTP4 or DfT recommendations for cycling infrastructure	1
Removal of the right turn from Smith Street into St Nicholas Church Street	43
Removal of the right hand turn from St Johns service road onto St Johns	2
Loss of car parking spaces	49
Additional traffic along Priory Road from making The Butts one way	2
There has been no public consultation on the scheme as a whole or with community groups	2
The scheme violates HMG guidelines on urban traffic management	1
New one way route on the service road	4
Will increase the volume of through traffic	9
Will increase noise and air pollution	11
New shared pedestrian and cycle pavements	30
New signalised traffic/pedestrian crossings	18
New speed humps in the service road	11
Removal of trees	25
New proposed parking restriction times	6
All of the proposals	15
New one way restriction on Cross Street	1
Lack of sustainable travel options	1

Summary of Objections & Responses

2.11 **Issue with cycle provision not delivering on objectives of LTP4 or DfT recommendations for cycling infrastructure.** This objection was made by a local cycle group who questioned the quality of the scheme and believes it does not deliver on objectives of LTP4 or DfT recommendations. St Johns currently offers no cycling infrastructure that is separated from high volume motor vehicle movements, preventing less confident people who may wish to choose cycling for short local journeys from cycling in and around the St Johns area. The scheme proposes to provide an off-road cycle route that will connect the recently completed A429 Coventry Road cycle route, with the existing shared use route on Priory Road, completing a missing link in the cycling network and providing an opportunity to bypass the signals at the St Johns junction. Further cycling connections will be made in the future when the cycle network expands along Coten End and extends from Priory Road into Warwick town centre. Local Transport Note 1/20 (LTN 1/20) was used to guide the design of the active travel infrastructure within this scheme and applies the recommendations for widths where shared use facilities are being used.

2.12 **Removal of the right-hand turn from Smith Street into St Nicholas Church Street.** Forty-three people objected to this proposal. Following a review of the

scheme and the objections received, this proposal has been removed from the design and the right turn from Smith Street into St Nicholas Church Street is to remain as existing.

2.13 Removal of the right-hand turn from St Johns service road onto St Johns.

There were two objections made to the above proposal. Following a review of the scheme and the objections received, this proposal has been removed from the design and the right turn from St Johns service road onto St Johns is to remain as existing.

2.14 Loss of car parking spaces.

Forty-nine people expressed concern over the loss of car parking spaces saying it would be detrimental to local businesses. A number said there are often cars parked in The Paddocks by those using the shops on the service road and they have concerns this will increase if the numbers of spaces are reduced. There are twenty-eight existing car parking spaces, and the proposed design includes for eighteen including one disabled blue badge, giving a loss of ten spaces. A new loading bay for use by the shops and businesses on the service road has been provided which does not currently exist. The existing car park spaces are smaller than the required size and as part of the redesign of the service road any new need to meet current standards. As space is limited, the new correctly sized spaces, the disabled and loading bay result in the loss of ten spaces. Three parking surveys have been carried out at the St Johns service road to assess the number of vehicles using the parking facilities as well as the level of vehicle turnover in order to demonstrate the number of actual spaces needed and the restrictions which are suitable for the area. The first survey was undertaken on Wednesday 4/12/19 with a further two surveys on Thursday 29/06/22 and Saturday 2/07/22. Further details of these parking surveys including the data analysis and conclusions can be found in Appendix D.

2.15 Additional traffic along Priory Road from making The Butts one way.

This objection was made by two people and is based on the wider Warwick Town Centre proposals. Making The Butts one way does not form part of the St Johns Junction scheme and is not to be considered in this report.

2.16 There has been no public consultation on the scheme as a whole or with community groups.

This objection was made by two people. There have been a number of engagement and consultation events with the general public and stakeholders for the scheme including the following;

- In summer 2016 a six week consultation event was held where residents, businesses and stakeholder in Warwick Town were invited to view and provide feedback on the Warwick Town Centre proposals and were invited to attend in person events. Individual meetings were held with a variety of stakeholders including the Chamber of Trade, Guide Dogs for the Blind, Warwick District's Conservation Area Forum and Cycleways. Residents who attended the in person events were able to complete a paper version of the consultation response form and view the proposals. The proposals were also made available on the WCC website. The results were summarised in a report.

- In November 2022 a public engagement exercise was carried out for the St Johns Junction proposals where feedback was requested via a public survey, in person drop-in sessions at Shire Hall were available together with an online teams event. The results were summarised in a report.
- In May 2023 an event was held for local businesses on and around the service road where they were invited to attend an open session at St Johns House to discuss the St Johns Junction scheme.
- In summer 2024 statutory consultations for TROs, Signals and Tree notices were advertised through being advertised in the local press and on the relevant WCC webpages, displayed on site, emails to stakeholder groups, and letters sent to over eight hundred local residents and businesses.

2.17 **The scheme violates HMG guidelines on urban traffic management.** There was one objection which stated this. The scheme has been designed using national regulations and design guidance for highway schemes. This includes Traffic Signs Regulations and General Directions 2016 (TSRGD), Cycle Infrastructure Design: Local Transport Note (LTN 1/20), and Warwickshire County Council Highway Construction Details. New infrastructure for cycling is to be provided with improved footways and direct routes through St Johns Junction that should support a modal shift now, and when future cycle links come forward.

2.18 **New one way route on the service road.** The four objectors to this proposal felt that it would result in there being congestion on the service road which would impact on Coventry Road. Currently there is an issue with vehicles using the service road in a northerly direction as a cut through to avoid the lights at St Johns at busy periods and are often travelling at speed not suitable for the service road. By making the service road one way in a southerly direction it will prevent vehicles cutting through and improve safety.

2.19 **It will increase the volume of through traffic.** The objection above was raised by nine people who felt the scheme would create an increase in traffic movement through the junction at St Johns. The objections to this theme are not relevant to this report as they appear to refer to the potential effect of the proposals of the wider Warwick Town Centre on St Johns Junction which do not form part of this scheme.

2.20 **It will increase noise and air pollution.** This comment made by eleven people said the proposed signalised pedestrian crossings would create more noise and air pollution. Following a review of the scheme and the objections received, this element has been removed from the design. Through the removal of the three proposed signalised pedestrian crossings on Priory Road, Smith Street and St Nicholas Church Street in the redesign, there will be no change to the current vehicular use and therefore, no increase in noise and air pollution. Traffic modelling produced for the Warwick Town Centre scheme demonstrates that if a 'do nothing' scenario is taken, traffic congestion within the town centre will worsen, with consequential impacts on air quality.

2.21 **New shared pedestrian and cycle pavements.** There were thirty objections to this proposal. Many felt it would be unsafe for both pedestrians and cyclists. The current

St Johns junction layout does not provide a safe cycling environment for people new to cycling and for those with cycling experience. The infrastructure proposed for active travel within the St Johns scheme, was designed using Local Transport Note 1/20 as guidance to provide a route through the scheme area that is separated from high volume vehicle movements. It was not possible to reallocate road space to provide fully segregated cycle tracks (segregated from both pedestrians and motor vehicles) within the confined space at St Johns Junction. However, the provision of shared walking, wheeling and cycling infrastructure within the St Johns scheme is considered acceptable in accordance with LTN 1/20, where lengths of shared use may be used to achieve continuity of a cycle route which, in this instance, would connect the recently completed cycle route along Coventry Road to the shared use route on Priory Road.

- 2.22 **New signalised traffic/pedestrian crossings.** This objection was raised by eighteen people. There was a mixture of reasons for concerns including the longer time it would take to cross the roads, and the increase in noise and air pollution that would be created. Following a review of the scheme and the objections received, this proposal has been removed from the design.
- 2.23 **New speed humps in the service road.** There were eleven objections to this proposal. Most believed vehicles on the service road travel at a slow enough speed to not need new speed humps. There are three proposed speed humps in the service road, one at the entrance to The Paddocks, one from the central paved area to the pavement outside the shops and businesses, and one at the exit of the service road. Each will be a raised table with a pedestrian and cycle priority crossing which will slow vehicles down in this area and improve safety.
- 2.24 **Removal of trees.** Twenty-five people commented on this proposal stating the trees should not be removed. An arboricultural report was produced in August 2022 by the WCC Forestry team which concluded the two trees proposed to be removed are of 'low quality'. There is an electric cable in each tree, and both have been grown in concrete containers which provides for a limited lifespan and limited future potential. The proposals include for the planting of four new trees which will be of a suitable maturity and species for the area.
- 2.25 **New proposed parking restriction times.** Six people objected to this proposal which included comments that the new timings were too short and that it will have a detrimental impact on local businesses. This theme ties in with 2.14 'Loss of car parking spaces'. The parking survey that was conducted demonstrated that some of the parking is being abused as people are overstaying the maximum two-hour limit. The proposal for changes to the waiting time from two hours to one hour will help to encourage a higher turnover of vehicles. It should be noted there are a number of alternative car parks within walking distance in the local area which allow for longer stays.
- 2.26 **All of the proposals.** Fifteen people stated they objected to all of the proposals despite the improvements and benefits the scheme will bring to the area of it being a key gateway to the town.

- 2.27 **New one way restriction on Cross Street.** The one objection to the above proposal suggested the one way route to be in a south direction from Priory Road to Smith Street rather than the proposal which is in a north direction from Smith Street to Priory Road. The proposal to make Cross Street one way running in the direction from Smith Street to Priory Road is required as it is a very narrow road and there is not enough width for two vehicles to pass safely. Through making it one way in a northerly direction it will improve pedestrian and vehicle safety. It will also restrict vehicles from cutting through from Priory Road to Cross Street in order to reach St Nicholas Church Street when there are queues on Priory Road. This movement is often made under pressure and at speed at a location where visibility of pedestrians walking on Smith Street is reduced.
- 2.28 **Objection to there being a lack of sustainable travel options.** This one objection suggested the plans do not go far enough and that more sustainable travel options are needed including joining up the walking and cycling routes beyond the area with St Johns Junction. The existing junction is limited in size and width and therefore makes it difficult to incorporate more sustainable travel options. The proposals do aim to improve connectivity and enhance the experience for pedestrians and cyclists accessing the St Johns Junction area and wider town centre, including the provision of strategically located cycle parking.

Scheme Redesign Following a Review of the Objections

- 2.29 Following a review of the objections received to the statutory consultation the decision was taken to a) remove the proposed signalisation of the three pedestrian crossings at Priory Road/Smith Street/St Nicholas Church Street from the design and for the existing crossings to remain as existing, b) retain the right hand turn from Smith Street into St Nicholas Church Street and, c) retain the right hand turn from the service road into St Johns towards Warwick Town Centre. By removing the proposed traffic signals, the St Johns scheme no longer serves as a precursor to the wider Warwick Town Centre traffic management scheme and instead can be viewed as a standalone scheme. Options to achieve the town centre traffic management scheme objectives are currently being reviewed. The need to deliver high quality active travel links alongside measures to enhance the setting of historic gateways remain key objectives of this work.
- 2.30 A plan showing the redesigned scheme can be seen in Appendix C.

3. Background information

- 3.1 The traffic modelling based on the scheme design which was submitted with the statutory consultations was reviewed with regard to the redesign and it was decided no further modelling was required. The removal of the proposal to have signals at the pedestrian crossings on Priory Road, Smith Street and St Nicholas Church Street will reduce the delay at the junction and therefore, any further modelling results would demonstrate an improvement over the already accepted outputs.

- 3.2 The scheme was designed by Warwickshire County Council's Engineering Design Services team using national regulations and design guidance for highway schemes. This includes Traffic Signs Regulations and General Directions 2016 (TSRGD), Cycle Infrastructure Design: Local Transport Note (LTN 1/20), and Warwickshire County Council Highway Construction Details.
- 3.3 The design has been subjected to a Stage 1 Road Safety Audit. No safety issues with the proposed shared use footway provision were highlighted and no departures from standard were identified.
- 3.4 LTN 1/20 states that local authorities are responsible for setting design standards for their roads but also provides best practice examples and design principles. The County Council are aware that the conversion of existing footways to shared use with people cycling should only be considered when options that reuse carriageway space or other (e.g. verge) space have been rejected as unworkable and it has not been possible to reallocate road space to cycle tracks within this scheme. LTN 1/20 also states that shared use footways and cycleways are acceptable when seeking to achieve continuity of a cycle route and in association with toucan crossings.
- 3.5 The statutory criteria for decisions on making Traffic Regulation Orders and Parking Orders are included in Appendix F.
- 3.6 A Warwickshire County Council Equality and Impact Assessment was carried out for the scheme in November 2022.

4. Financial Implications

- 4.1 Approval to add this scheme to the capital programme was given at the County Council meeting held on 23rd July 2020.
- 4.2 The scheme will be fully funded from the Capital Investment Fund (CIF) budget.
- 4.3 The scheme construction will be delivered through the Balfour Beatty Living Places Highway Maintenance Contract and the cost estimate has been established using standard contract prices for materials and construction which enables accurate costings.
- 4.4 The financial implications of not constructing this scheme would be the possible return of remaining CIF funding. Expenditure already incurred would need 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 St Johns Junction scheme will improve pedestrian and cycle routes and will make the area more attractive which will encourage people to choose to use active modes of travel such as walking and cycling over the use of motor vehicles.
- 5.2 Warwick currently has two Air Quality Management Areas, Jury Street and Coventry Road. The scheme helps to address issues of air quality by providing an improved and alternative option of transport to motor vehicles.

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

List of background papers

Appendix A – TRO and Notice Table
 Appendix B – 9.2-A429-068-002 GA Rev E
 Appendix C – 9.2-A429-068 GA
 Appendix D – St Johns Parking Analysis
 Appendix E – LCWIP 2024 Warwick Cycle Network
 Appendix F – Statutory Criteria

Members and officers consulted and informed

Portfolio Holder – Councillor Matecki

Corporate Board –

Legal – Serena Cammish

Finance – John Hopper

Equality – Delroy Madden

Democratic Services – Amy Bridgewater-Carnall

Councillors –

Local Member(s): Councillor Holland, Councillor D’Arcy, Councillor Singh Birdi