

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	6 May 2014
Title:	Project Appraisal: Black Dam Roundabout Improvement Scheme Basingstoke
Reference:	5760
Report From:	Director of Economy, Transport and Environment

Contact name: Graham Wright

Tel: 01962 845148

Email: graham.wright@hants.gov.uk

1. Executive Summary

- 1.1 The purpose of this paper is to seek approval to allocate to the Highways Agency a sum of £400,000 towards the cost of delivering the Black Dam roundabout improvement scheme, subject to the conclusion of an agreement under Section 4 of the Highways Act 1980 enabling the Highways Agency to improve the section of highway for which the County Council is responsible and a works contract being awarded by the Highways Agency.
- 1.2 This scheme will improve traffic conditions and journey time reliability in this area of Hampshire. The improvement works will provide an important platform for the future growth agenda to be delivered in the Basingstoke area. It is a scheme that is supported by the Enterprise M3 LEP.
- 1.3 Scheme Outline

Black Dam junction is a key location in the Basingstoke road network providing a link between the M3 junction 6, which is a main point of access from the motorway to the town, the A33 strategic route towards Reading, and Thames Valley and the local road network serving Basingstoke and other local destinations.

The junction is a notorious congestion hotspot, and whilst over the years there have been some small scale improvements to this and the neighbouring motorway junction, there are still regular traffic queues during peak travel periods with resultant queues extending along the Ringway north and west and frequently to the slip roads of the motorway itself.

Following transport modelling and option feasibility studies a scheme for a 'through-about' junction improvement was submitted and approved for

Government Pinch Point funding. Together with local contributions, this has enabled a scheme to be developed for implementation led by the Highways Agency. A key requirement is that the scheme should be delivered before the Pinch Point funding deadline at the end of March 2015.

1.4 Alternative Options Considered and Rejected

The original Options Feasibility Study considered a total of 19 different options for improvements to the Black Dam roundabout. The report concluded that of the options tested, a 'hamburger' design, possibly in combination with other options provided the best economic outcome.

In addition, an option for grade separation by the provision of a north south flyover was discounted at an earlier stage on the grounds of cost and the significant design constraints caused by the close proximity of the junction to the M3 and the Ringway/Churchill Way junctions.

The option of doing nothing has been discounted due to the deleterious and constraining affect that would have on the delivery of new homes and jobs and development proposals in the Basingstoke area.

1.5 Measures of Success

Improved journey times on strategic and local traffic routes through the junction; reduced traffic volumes (total and HGV volume) on alternative traffic routes; reduction in the incidents of stationary traffic on the through carriageways of the M3 approaching Junction 6.

2. Background

2.1 Black Dam Junction is located to the southeast of Basingstoke at the junction of the A30 London Road, A30 Ringway South, A339 Ringway East and the M3 Junction 6 Spur Road. As such it provides a key node linking the strategic road network (M3 and A33) to local Class A roads (A30, A340 and A339), access routes to Basingstoke town centre and other local destinations. The junction itself, together with the A30 and A339 arms is the responsibility of Hampshire County Council as highway authority. The M3 Spur Road is the responsibility of the Highways Agency.

2.2 The junction is a 4-arm roundabout under full traffic signal control and subject to the national speed limit. Currently there is an at-grade pedestrian route across A339 Ringway East immediately north of the junction, and this is connected via a footway to Redbridge Lane to the east and to Barbel Avenue to the west. There are no other pedestrian or cyclist facilities at the junction or on the approaches, although a shared pedestrian and cycle route passes via a subway under the M3 Spur linking the town to Black Dam Pond Nature Trail, Crabtree Plantation and, via an at-grade route across the A30, to Redbridge Lane – itself leading to Lime Pits Recreation Area and Old Basing. In addition there are pedestrian over bridges across the A30

Ringway South and A339 Ringway East a short distance from the junction that link to the Black Dam and Eastrop residential areas.

- 2.3 The junction is a notorious congestion hotspot and whilst over the years there have been some small scale improvements to this and the neighbouring motorway junction, there are still regular traffic queues during peak travel periods with resultant queues extending along the Ringway East and South and frequently to the motorway slip roads.
- 2.4 To address these concerns and in the light of projected traffic growth arising from proposed development allocations in the emerging Borough Local Plan for the period to 2029, the key partners comprising Hampshire County Council, Basingstoke and Deane Borough Council, and the Highways Agency have commissioned transport modelling and feasibility studies. These include:
 - M3 Junction 6 and Black Dam Roundabout Improvement Study Stage 1 Report, produced in 2010 on behalf of the Highways Agency, identified 17 possible scheme options of which 3 were discarded through an initial appraisal;
 - M3 Junction 6 and Black Dam Roundabout Improvement Study Stage 2 Report, produced in June 2012 on behalf of Hampshire County Council and Basingstoke and Deane Borough Council, further investigated each of the above options and further options and identified that of the options tested, the best economic benefits were produced by a design combination of a 'hamburger' and extended widening of the A30 westbound approach.

3 Finance

- 3.1 The timing of the Stage 2 report enabled its conclusions to inform a bid made by the Highways Agency to the Government's Pinch Point Programme, aimed at funding transport infrastructure projects to support economic growth through job creation and housing development. The bid was successful in attracting £4.4m of Government funding in addition to financial contributions to works costs by the Borough Council (£1m) and the County Council (£400,000). This has enabled a scheme to be developed for implementation led by the Highways Agency. A key requirement is that the scheme should be delivered before the Pinch Point funding deadline at the end of March 2015.
- 3.2 Through the design process there have been significant developments that have resulted in a commensurate increase in the scheme cost, which is currently estimated by the Highways Agency to be of the order of £10 million. A detailed cost estimate has yet to be provided. However, the cost risk for the delivery of this scheme is with the Highways Agency and Hampshire County Council's contribution toward the capital costs of delivery will not rise above the sum of £400,000. It should be noted that Hampshire

County Council has provided considerable input of officer time to the design process. Provision has been made within the County Council Major Scheme Development fund over the 2013/14 and 2014/15 financial years to cover the projected expenditure of £100,000 on officer time in supporting the development of this scheme. This is in addition to the £400,000 contribution to works costs that will be funded from developer contributions already held by the County Council.

Bid Estimate	5800	DfT	4400
(000's)		HCC	400
		B&DBC	1000
Total	5800	Total	5800
Design stage	10000	DfT	8500
Estimate	(000's)	HCC Capital	400
		HCC Staff Time	100
		Match Funding	
		B&DBC	1000
Total	10000	Total	10000

- 3.3 As described in section 8 of this report, the works proposed to the highway for which the County Council has responsibility will be the subject of a legal agreement under Section 4 of the Highways Act 1980, that enables one highway authority (the County Council) to pass to another highway authority (the Secretary of State for Transport) responsibility to improve a defined section of it's highway. It is proposed that the County Council does not sign such an agreement unless and until the scheme costs have been confirmed through a pre-tender estimate and that the necessary funding from the DfT and Basingstoke and Deane Borough Council is in place. It is understood that the Basingstoke and Deane Borough Council Cabinet at it's meeting on 28th April will consider authorising the Basingstoke and Deane Borough Council contribution to be committed to the scheme.

4 Programme

- 4.1 The design has been progressed by the Highways Agency consultants, Enterprise Mouchel and has been overseen by a project board incorporating officer representatives from Highways Agency, Hampshire County Council

and Basingstoke and Deane Borough Council. The programme for design and delivery has been and remains challenging and will require continued close cooperation between the three authorities to achieve the delivery deadline set by Government of end of March 2015.

- 4.2 The design is currently nearing completion and it is anticipated that the tender process will take place during late spring with an award of tender expected mid June. Following mobilisation, it is currently expected that the main contract works will commence in July.
- 4.3 In order to avoid disturbance to nesting birds and to enable the successful translocation of protected species, advanced vegetation clearance has already taken place and the programme also makes provision for advanced works for the diversion or protection of public utilities equipment (April – June). However, this will be subject to agreement on the extent of the works and the issuing of Street Works notices.

5 Scheme Details

- 5.1 The works which are largely on the county highway, comprise the creation of ‘through-about’ lanes from the M3 Spur Road (4 lane) and A30 London Road (2 lane) to A339 Ringway, together with carriageway widening and additional lanes on other entrances and exits to the roundabout. The scheme is illustrated on the plan at Appendix A. All movements through the junction will be under signal control. No provision is made for pedestrians and cyclists at the junction although the scheme does include pedestrian and cyclist provision across A30 London Road at Redbridge Lane. The scheme will require approval of Traffic Orders involving a permanent reduction of the speed limit through the junction and on adjacent sections of approach roads to 50mph and a U-turn ban from A30 westbound around the nose of a traffic island to access Redbridge Lane.
- 5.2 The County Council has had a significant input to the development of the design as well as contributing capital funds and the Borough Council is dedicating land as additional highway and capital funds.

6 Departures from Standards

- 6.1 Hampshire County Council has worked closely with the scheme design engineer and the Highways Agency during a design review and approval process. This has been instrumental in removing the need for departures from standards on the county council network with the exception of the provision of a pedestrian refuge on A30 London Road to facilitate movement between the nature reserve and Redbridge Lane. The Chief Engineer for highways has accepted the principle of this departure.

7 Community Engagement

- 7.1 The Highways Agency has taken the lead for public communications about the scheme. The Highways Agency website <http://www.highways.gov.uk/roads/road-projects/m3-junction-6-black-dam-roundabout-improvements/> has been set up for some time and provides information to interested parties concerning the scheme. In addition, the Highways Agency has led briefings for the borough councillors and parish councils. County Councillors Mrs Still, Gurden and Connor whose divisions are directly affected by the proposed works, together with other Basingstoke county councillors have received briefings from Hampshire County Council officers and support the principal of the scheme.
- 7.2 The Highways Agency has plans to hold a public engagement day this spring, at a local venue (probably the borough council offices). Further details will be publicised on the borough and county council websites as well as the Highways Agency website, once they are confirmed.
- 7.3 Key aspects of the delivery programme will be the effective management of traffic during the construction phase and the management of communications in the lead and during construction. This is being led by the Highways Agency, closely supported by a range of officers from Hampshire County Council and Basingstoke and Deane Borough Council. It is worth noting that the scheme is proposed to be under construction (July 2014 to March 2015) when a number of other significant infrastructure schemes in Basingstoke (e.g. Festival Place car park refurbishment, Basing View redevelopment and Gresley Road) are expected to be underway. A key aspect of the communications plan will be that the councils are working together with the Highways Agency to help businesses by ensuring that traffic disruption is kept to a minimum, particularly during peak travel periods, that the works will be coordinated by the County Council as far as possible to reduce multiple delays across the network, that drivers, businesses and residents are provided with timely and accurate information to help them plan ahead, and that the focus is on the benefits of the scheme once opened in terms of improved journey times through the junction and reduced use of less appropriate local roads.

8 Statutory Procedures

- 8.1 Because of the presence nearby of dormice, the Highways Agency has applied for and been granted a licence by Natural England to undertake translocation of dormice by progressive removal of the existing habitat, encouraging movement to prepared mitigation land (controlled by the Highways Agency).
- 8.2 The scheme is permitted development for the respective highway authorities and therefore a planning application is not required.
- 8.3 The Highways Agency is the lead authority with responsibility for the overall management, procurement, and delivery of the pinch point scheme within

the time and cost constraints imposed by the Department for Transport. The works proposed at the Black Dam roundabout junction and the adjoining sections of the A30, A339 are on highway for which the County Council is responsible. The works proposed on the M3 Spur are on highway for which the Secretary of State for Transport (through the Highways Agency) has responsibility.

- 8.4 The works proposed to the highway for which the County Council has responsibility will be the subject of a legal agreement under Section 4 of the Highways Act 1980, that enables one highway authority (the County Council) to pass to another Highway Authority (the Secretary of State for Transport) responsibility to improve a defined section of it's highway subject to agreement on the form and standard of the works. A draft Section 4 Agreement has been prepared and is in the process of negotiation between the Department for Transport and Hampshire County Council's Head of Legal Services. Completion of the agreement will be subject to the important caveats noted at section 3 above.

9 Land Requirements

- 9.1 Additional land is required to build the scheme to provide for carriageway widening and drainage works. The additional land is owned by Basingstoke and Deane Borough Council. A report has been prepared by borough officers for consideration by the Borough Council's Cabinet at its meeting on 29th April that recommends the dedication of land as highway at nil cost.
- 9.2 The Director of Culture, Communities and Business Services will need to deal with all necessary land transactions to progress the scheme including the above dedication, in accordance with County Council procedures.

10 Maintenance Implications

- 10.1 The proposals will generate additional annual maintenance requirements in respect of increased area of highway, lighting, drainage traffic signals, signs, gantries and road markings which have been calculated at £25,635 and should be taken into account when setting future highway maintenance budgets. These are offset in part by the improved resilience of the network as a result of significant areas of carriageway renewal.
- 10.2 The materials that will be used in the construction of this scheme are standard highway materials matching those existing at the site.

11 Recommendation

That the Executive Member for Economy, Transport, and Environment:

- 11.1 Notes and supports the Highways Agency scheme to improve Black Dam Roundabout;
- 11.2 Authorises the use of up to £400,000 to support the improvements to Black Dam Roundabout;
- 11.3 Gives approval for the County Council to enter into necessary legal agreements with the Highways Agency to support the delivery of improvements to Black Dam Roundabout;
- 11.4 Delegates authority to finalise these arrangements to the Director of Economy, Transport, and Environment, in consultation with the Head of Legal Services, including any necessary land transfers, as well as any traffic orders to be arranged under the County Council's usual procedures.

LTP3 Priorities and Policy Objectives

3 Priorities

- To support economic growth by ensuring the safety, soundness and efficiency of the transport network in Hampshire
- Provide a safe, well maintained and more resilient road network in Hampshire
- Manage traffic to maximise the efficiency of existing network capacity, improving journey time reliability and reducing emissions, to support the efficient and sustainable movement of people and goods

14 Policy Objectives

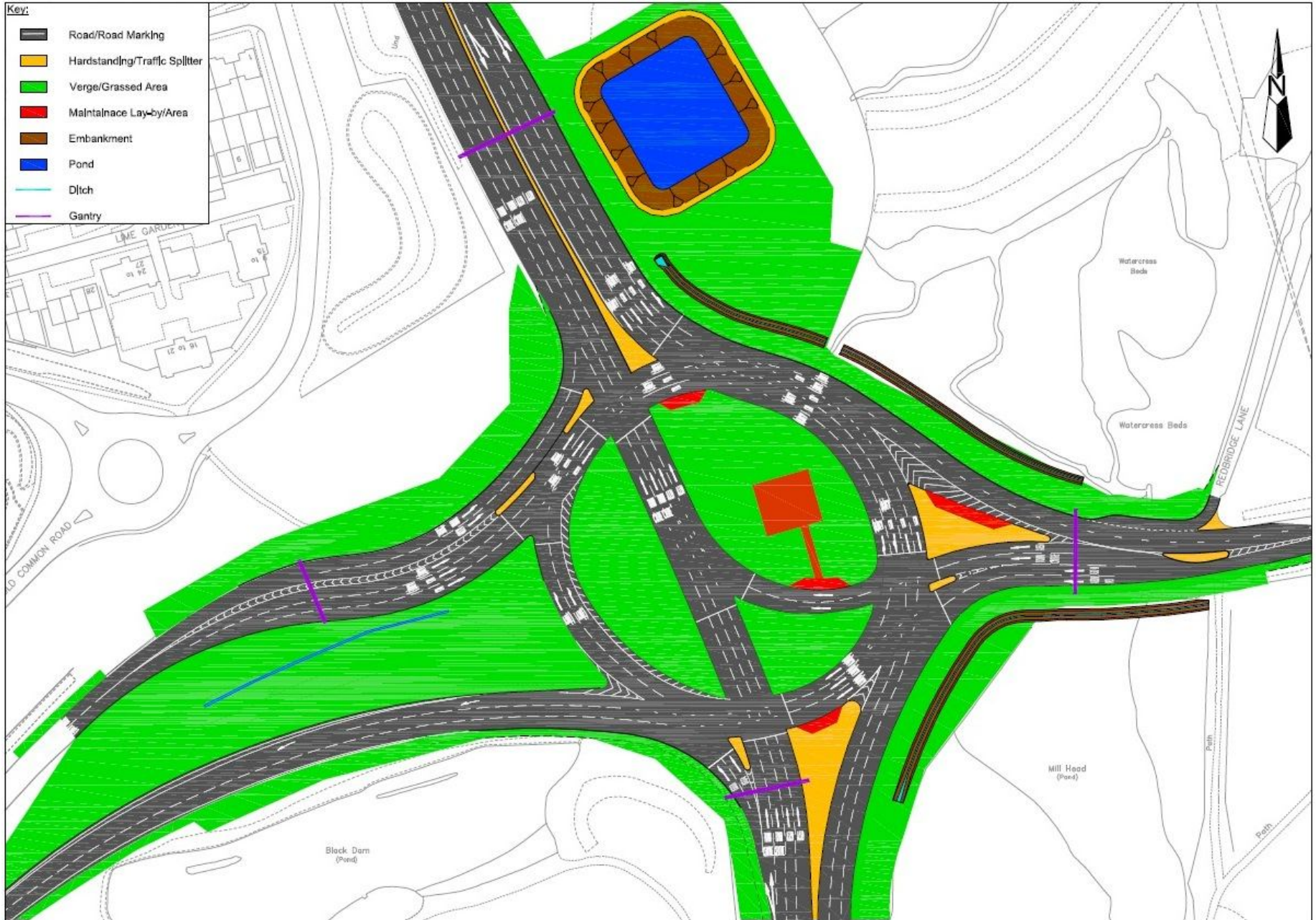
- Improve road safety (through delivery of casualty reduction and speed management)
- Efficient management of parking provision (on and off street, including servicing)
- Support use of new transport technologies (i.e. Smartcards; RTI; electric vehicle charging points)
- Work with operators to grow bus travel and remove barriers to access
- Support community transport provision to maintain 'safety net' of basic access to services
- Improve access to rail stations, and improve parking and station facilities
- Provide a home to school transport service that meets changing curriculum needs
- Improve co-ordination and integration between travel modes through interchange improvements
- Apply 'Manual for Streets' design principles to support a better balance between traffic and community life
- Improve air quality
- Reduce the need to travel, through technology and Smarter Choices measures

- Promote walking and cycling to provide a healthy alternative to the car for short local journeys to work, local services or school
- Develop Bus Rapid Transit and high quality public transport in South Hampshire, to reduce car dependence and improve journey time reliability
- Outline and implement a long term transport strategy to enable sustainable development in major growth areas

Other

Please list any other targets (i.e. National Indicators, non LTP) to which this scheme will contribute.

- Key:**
-  Road/Road Marking
 -  Hardstanding/Traffic Splitter
 -  Verge/Grassed Area
 -  Maintenance Lay-by/Area
 -  Embankment
 -  Pond
 -  Ditch
 -  Gantry



CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	no
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on Developing Hampshire's Highway Network and Transport Systems.

1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

2. Crime and Disorder

2.1 It is considered that the decision will have no impact on crime and disorder.

3. Climate Change:

3.1. How will the proposals impact on our carbon footprint / energy consumption?

Improved accessibility, reduced congestion, and improved journey time reliability arising from the scheme proposals will assist in reducing our carbon footprint. In addition the provision of improved bus user, cycle, and pedestrian facilities will encourage more use of sustainable modes of travel and help to reduce overall energy consumption.

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The proposals seek to optimise the operational efficiency of the transport networks within defined constraints thereby reducing future carbon generation and build in resilience to longer term impacts.