

A30 Chiverton to Carland Cross TR010026

3.2 EXPLANATORY MEMORANDUM

Planning Act 2008

APFP Regulation 5(2)(c)
Infrastructure Planning (Applications: Prescribed
Forms and Procedure) Regulations 2009

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The A30 Chiverton to Carland Cross Development Consent Order 201[]

EXPLANATORY MEMORANDUM

Planning Act 2008	
The Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009	
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1 SUMMARY

- 1.1 This memorandum explains the purpose and effect of each article of, and Schedules 1 and 2 to, the draft A30 Chiverton to Carland Cross Development Consent Order (the "**Order**"), as required by Regulation 5(2)(c) of the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009¹.
- 1.2 Regulation 5(2)(c) requires explanatory memoranda to explain "*the purpose and effect of provisions in the draft order*".

2 PURPOSE OF THE ORDER

- 2.1 Highways England Company Limited (the "**Applicant**") is applying to the Secretary of State for a development consent order for the A30 Chiverton to Carland Cross scheme (the "**Scheme**").
- 2.2 In summary the Scheme consists of a new 8.7 mile dual carriageway connecting to the existing A30 dual carriageway at either end; the replacement of the Chiverton Cross roundabout with a new two level roundabout; a new two level partial junction at Chybuca, with west-facing slip roads connecting to the new dual carriageway; the replacement of the existing roundabout at Carland Cross with a two level junction; new bridges and accesses across both the new and old road; and the de-trunking and retention of the existing A30.
- 2.3 A detailed description of the Scheme is included in Chapter 2 of the Environmental Statement.

Nationally Significant Infrastructure Project

- 2.4 The Scheme is a nationally significant infrastructure project ("**NSIP**") within sections 14(1)(h) and 22(1)(a) of the Planning Act 2008 (the "**2008 Act**"). Under section 22 an NSIP must fall within one of the three categories specified, which are expressly stated to be alternatives. This Scheme is the "construction" of a highway within the meaning of section 22(1)(a).
- 2.5 The Scheme satisfies section 22(2) in that the highway will (when constructed) be wholly in England; the Applicant as strategic highways company will be the highway authority for the highway; and at approximately 211.7 hectares the area of development is greater than the relevant limit set out in subsection (4), which in this case is 12.5 hectares because the Scheme does not involve the construction of a motorway and speed limits would be in excess of 50mph.

¹ S.I. 2009/2264

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- 2.6 As the Scheme is an NSIP, development consent must be obtained from the Secretary of State to authorise it, and an application for a development consent order must be made to the Secretary of State, care of the Planning Inspectorate ("**PINS**"), under section 37 of the 2008 Act.
- 2.7 Schedule 1 (authorised development) to the draft Order contains a list of numbered works comprising the Scheme.

Associated development

- 2.8 The draft Order specifically authorises development which is associated with the NSIP. The Secretary of State may, under the provisions of section 115 of the 2008 Act, grant consent for development that is associated with the NSIP ("**associated development**").
- 2.9 Guidance on associated development has been issued by the Secretary of State². In this guidance associated development is described as being "*typical of development brought forward alongside the relevant type of principal development or of a kind that is usually necessary to support a particular type of project*" (paragraph 6) and requiring "*a direct relationship between associated development and the principal development. Associated development should therefore either support the construction or operation of the principal development, or help address its impacts. Associated development should not be an aim in itself but should be subordinate to the principal development*" (paragraph 5).
- 2.10 In some cases there may be some overlap between associated development and works which form part of the NSIP. All elements of the proposed development either constitute part of the NSIP or are associated development within the meaning of section 115(2) of the 2008 Act, and so can properly be authorised by the Order.

3 ANCILLARY MATTERS

- 3.1 The draft Order also contains several ancillary matters, i.e. provisions not consisting of development.
- 3.2 The draft Order seeks to apply and modify statutory provisions relating to the compulsory acquisition of land. It is for this reason that under section 117 and 120(5) of the 2008 Act the Order must be made by way of Statutory Instrument. The draft Order is therefore in that form.
- 3.3 Other ancillary matters include the temporary and permanent stopping up of lengths of existing highway and private means of access in the vicinity of the Scheme, the classification of highways, the imposition of traffic regulation measures (including the

² 'Guidance on associated development applications for major infrastructure projects' (Department for Communities and Local Government) (April 2013)

application of speed limits), the creation of new private means of access, and the application and disapplication of legislation.

4 THE DRAFT ORDER

4.1 The purpose and effect of the provisions of the draft Order are now explained in sequence. Whilst the Infrastructure Planning (Model Provisions) (England and Wales) Order 2009 (S.I. 2009/2265) has been repealed, the draft Order is based on the model provisions as well as other development consent orders that have been made to date.

Part 1 – Preliminary

Article 1 - Citation and commencement

4.2 Article 1 sets out the name of the Order and the date on which it comes into force.

4.3 This article did not appear in the model provisions. However, it is a standard article that is included in all development consent orders.

Article 2 - Interpretation

4.4 Article 2(1) defines terms used in the Order. It is a standard article and was included in the model provisions as article 1.

4.5 Definitions to note include:

(a) "Commence" which makes clear that a number of works that would constitute a 'material operation' under the Town and Country Planning Act 1990 do not mean that the authorised development has been 'commenced'. This enables the Applicant to undertake certain preparatory works prior to the submission of relevant details for approval under the requirements, which the Applicant considers proportionate. The works that are excluded from the definition of commencement are either de minimis or have minimal potential for adverse impacts. They may in some cases need to be carried out in order to comply with the pre-commencement requirements (for example, to inform assessments and proposals required to be submitted for approval). The Applicant should be permitted to carry out low impact preparatory works following the grant of the DCO, while it is working to discharge the pre-commencement requirements, thereby helping to minimise the construction timetable.

(b) "Maintain" which includes inspect, repair, adjust, alter, remove, replace and reconstruct. The Applicant considers this to be a reasonable definition that is narrower than definitions which have appeared in some previous orders³. It is

³ See for example the definition in The M4 Motorway (Junctions 3 to 12) (Smart Motorway) Order 2016, which also includes terms such as "demolish" and "improve", amongst others.

easy to see how the need to 'adjust' or 'alter' something could arise during maintenance and at the time of writing those terms have been included in the definition of 'maintain' in every development consent order made since March 2016. Similarly, 'remove' is a sensible inclusion as it may be necessary to remove something in order to repair, clean or replace it, for example. 'Remove' has been included in all previous Highways Agency/Highways England orders. The proper maintenance of the highway is an essential part of ensuring the safety of road users. It is therefore appropriate for 'maintain' to have a reasonably broad definition, to ensure that the Applicant can carry out whatever maintenance activities it needs to in order to ensure continued public safety. The power to maintain in article 5 is expressed as being a power to "*maintain the authorised development*" and it does not extend to matters beyond the development as authorised.

- (c) "Order land" which includes the words 'or used permanently or temporarily' as some of the land may only be used temporarily, rather than acquired.
- (d) "Order limits" which means the red line boundary for the Scheme as shown on the works plans and the land plans.

4.6 Article 2(2) expands the definition of rights over land. This was included in the model provisions as article 1(2).

4.7 Articles 2(3) and 2(4) define measurements as approximate. The purpose of this is to ensure that if upon construction of the works it transpires that the distances are marginally different to those listed in the Order, there is no issue over whether the Order permits the works. Thus this provision allows for a small tolerance, although all works will take place within the limits of deviation. It is now common practice to include such provision in development consent orders and the model provisions included similar wording in article 1(3).

4.8 Article 2(4) provides that areas given in the Book of Reference are approximate, since these are not covered by article 2(3). This is intended to clarify the position of the areas in the Book of Reference, and the purpose and effect is the same as set out in the previous paragraph.

4.9 Articles 2(5) and (6) confirm that references to lettered or numbered points and numbered works are to points lettered or numbered on the relevant plans and works numbered in Schedule 1, as appropriate.

Article 3 – Maintenance of drainage works

4.10 The purpose of article 3 is to make it clear that any realignment of drainage works or other works to them that are carried out as part of the Scheme do not affect the existing

allocation of responsibility for maintenance of those drainage works, unless otherwise agreed in writing between the Applicant and the responsible party. Responsibility for maintenance of drainage works may sit with the Environment Agency, an internal drainage board, a lead local flood authority or a landowner.

- 4.11 This article was not included in the model provisions. However, it appears in existing development consent orders⁴ and is considered to be a sensible inclusion to clarify who has responsibility for the maintenance of drainage works.

Article 4 – Disapplication of legislation, etc.

- 4.12 Article 4 disapples the provisions of the Neighbourhood Planning Act 2017 relating to the temporary possession of land. This is on the basis that the temporary possession of land is dealt with by articles 32 and 33 and the wording of those provisions is well established, as explained in detail below. The 2017 Act contains untested provisions that differ from those in the Order and although they are not yet in force it is therefore necessary to disapply them in case they should come into force in the future.

Part 2 - Principal Powers

Article 5 - Development consent etc. granted by the Order

- 4.13 Article 5 provides the principal power to construct and operate the authorised development within the Order limits. Schedule 1 describes the authorised development.
- 4.14 Development consent is subject to the provisions of the Order, including the requirements listed in Schedule 2. This is based on article 2 of the model provisions, with the only substantive difference being that article 5(1) does not refer to consent being granted for ancillary works, since there are not considered to be any such works in this case.
- 4.15 Article 5(2) was not included in the model provisions, but has been included in previous orders⁵. It provides that any enactment applying to land within or adjacent to the Order limits has effect subject to the provisions of the Order. Because the Order amends and disapples various enactments that apply to and affect the authorised development, or would otherwise do so, this helps to clarify the interaction between the provisions of the Order and other legislation.
- 4.16 Article 5(2) is also necessary to ensure that there are no local acts or other legislation that might hinder the construction and operation of the authorised development. Although the Applicant has carried out a proportionate search for local legislation and

⁴ See article 4 of The M20 Junction 10a Development Consent Order 2017 and article 4 of The A14 Cambridge to Huntingdon Improvement Scheme Development Consent Order 2016.

⁵ See article 5(2) of The M20 Junction 10a Development Consent Order 2017 and article 5(2) of The A14 Cambridge to Huntingdon Improvement Scheme Development Consent Order 2016

has not found any that it considers needs to be disapplied or modified by the Order, that is not conclusive and it is possible that such legislation exists. The Applicant has therefore taken a precautionary approach in including article 5(2), which has been accepted in other orders and is well precedented. The inclusion of this provision ensures that the construction and operation of this nationally significant infrastructure project is not jeopardised by any incompatible statutory provisions which might exist.

- 4.17 In terms of the limits of the provision and how far “adjacent” extends from the Order limits, it is noted that article 22 (authority to survey and investigate the land) grants the Applicant the power to enter not only onto land within the Order limits, but also onto other land “*which may be affected by the authorised development*”. The extent of ‘adjacent’ land would therefore need to be judged on a case by case basis and in practice would be to the extent necessary for the construction and operation of the authorised development.

Article 6 – Maintenance of authorised development

- 4.18 This article sets out the scope within which the undertaker may maintain the development. The definition of "maintain" is contained in article 2(1). Article 6 was included in the model provisions as article 3.
- 4.19 Powers of maintenance are subject to the other provisions of the Order and any agreements made under the Order.

Article 7 – Planning permission

- 4.20 This article permits certain development authorised by a planning permission granted under the Town and Country Planning Act that is within the Order limits to be carried out pursuant to the terms of the planning permission without breaching the Order. This is not a model provision, but ensures that the undertaker does not breach section 161 of the 2008 Act in carrying out certain development pursuant to a grant of planning permission, provided that development is not of itself an NSIP or part of one, or required to complete or enable the use or operation of any part of the authorised development.
- 4.21 This article has been included in recent Highways England orders⁶.

Article 8 – Limits of deviation

- 4.22 Article 8 confirms that in carrying out the authorised development the undertaker may:
- (a) deviate laterally from the lines or situations shown on the works plans to a maximum of 0.5 metres, save in respect of certain specified works, for which the maximum permissible deviation is 1.75 metres; and

⁶ See for example article 7 of the M20 order and article 5 of the M4 order.

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- (b) deviate vertically from the levels of the authorised development shown on the general arrangement and section plans to a maximum of 0.5 metres upwards or downwards, save in respect of certain specified works, for which there can be no upward deviation.
- 4.23 These maximum limits of deviation do not apply where the undertaker is able to demonstrate to the Secretary of State's satisfaction, following consultation with the relevant planning authority and the local highway authority, that a deviation in excess of these limits would not give rise to any materially new or worse environmental effects compared to those reported in the Environmental Statement.
- 4.24 This wording was not included in the model provisions, but has become common wording in development consent orders⁷. The ability to deviate within the prescribed limits of deviation is important to ensure that, if the precise 'as built' alignments or elevations are slightly different to those indicatively shown on the application plans, no question arises as to whether or not the works are permitted by the Order. The detailed design of the scheme will take place following the grant of the Order (see Requirement 12) and the limits of deviation therefore ensure that the undertaker and its contractor have sufficient flexibility to design and construct the authorised development post consent, including making costs savings where possible.
- 4.25 The limits of deviation referred to in this article and shown on the application plans have been taken into account in the preparation of the Environmental Statement and the potential impacts of a deviation within the permitted limits have been assessed. The undertaker is only permitted to exceed the limits specified in this article if they can demonstrate to the Secretary of State's satisfaction that no materially new or worse adverse environmental effects would arise.

Article 9 - Benefit of Order

- 4.26 Article 9 overrides section 156(1) of the 2008 Act (as permitted by section 156(2)) to give the benefit of the Order to the undertaker rather than anyone with an interest in the land. It would be impracticable for a variety of landowners to implement parts of the Order in an uncoordinated manner, which might be the case if section 156(1) were to apply.
- 4.27 The purpose of paragraph (2) is to clarify the exceptions where the Order will self-evidently benefit others, e.g. rights for statutory undertakers, and mitigation works outlined in the Schedule 1 description of the works. Without this provision there would be a contradiction, since strictly speaking only the Applicant could benefit from these

⁷ Recent examples include The M20 Junction 10a Order 2017 (art. 8); The M4 Motorway (Junctions 3 to 12) (Smart Motorway) Order 2016 (art. 6); and The A14 Cambridge to Huntingdon Improvement Scheme Order 2016 (art. 7).

works. Without limitation, the works referred to in paragraph (2) and the persons they benefit are considered to be:

Work No.	Persons considered to benefit
5(g)	ScottishPower Renewables
13	BT Group PLC; Verizon Digital Media Services UK Limited
14	South West Water Limited
15	Western Power Distribution PLC
16	South West Water Limited
17	BT Group PLC
18	BT Group PLC
19	Western Power Distribution PLC
20	Western Power Distribution PLC
21	BT Group PLC
22	Wales & West Utilities Limited
23	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
24	Western Power Distribution PLC
25	South West Water Limited
26	Western Power Distribution PLC
27	BT Group PLC
28	Western Power Distribution PLC
29	BT Group PLC
30	BT Group PLC
31	South West Water Limited
32	Western Power Distribution PLC
33	BT Group PLC
34	BT Group PLC
35	BT Group PLC
36	South West Water Limited
37	Western Power Distribution PLC
38	BT Group PLC
39	BT Group PLC

40	Western Power Distribution PLC
41	BT Group PLC
42	Western Power Distribution PLC
43	Western Power Distribution PLC
44	BT Group PLC
45	Wales & West Utilities Limited
46	South West Water Limited
47	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
48	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
49	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
50	BT Group PLC
51	BT Group PLC
52	BT Group PLC
53	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
54	BT Group PLC
55	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
56	BT Group PLC
57	Western Power Distribution PLC
58	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
59	BT Group PLC
60	BT Group PLC
61	BT Group PLC
62	BT Group PLC
63	Western Power Distribution PLC
64	BT Group PLC
65	BT Group PLC
66	South West Water Limited
67	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited

68	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
69	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
70	Western Power Distribution PLC
71	Instalcom Limited; Level 3 Communications Limited]; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
72	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
73	Instalcom Limited; Level 3 Communications Limited; Virgin Media Limited; Vodafone Group PLC; Sky UK Limited
(d)	Affected landowners, occupiers and other parties
(h)	Affected statutory undertakers, landowners, occupiers and other parties
(j)	Affected landowners, occupiers and other parties
(k)	Affected landowners, occupiers and other parties
(n)	Workers

4.28 Paragraph (1) is based on article 4 of the model provisions, amended to clarify that it is subject to paragraph (2) and that it is the Applicant that benefits from the provisions of the Order, rather than particular articles applying for the benefit of other specified parties as per the model provisions. Paragraph (2) was not included in the model provisions but has been included in a number of previous orders⁸.

Article 10 - Consent to transfer benefit of Order

4.29 This article allows the benefit of the Order to be transferred or leased to others by the undertaker. The exercise of any transferred benefits or rights is subject to the same restrictions, liabilities and obligations as would apply under the Order if those benefits or rights were exercised by the undertaker. The consent of the Secretary of State is required for a transfer or grant, except where it is made to a specified company in respect of a particular work.

4.30 This article is based on article 5 of the model provisions. It differs in that it allows a transfer or grant to a specified company to take place without the Secretary of State's consent, on the basis that it is appropriate for those companies to be able to carry out those works. The companies listed in paragraph (4) are those whose apparatus is required to be diverted.

⁸ Articles 9(2), 7(2) and 8(2) of the M20, M4 and A14 orders respectively.

Part 3 – Steets

Article 11 – Street works

- 4.31 Article 11 allows the undertaker to interfere with and execute works in or under the streets within the Order limits for the purposes of the authorised development. The authority given by this article is a statutory right for the purposes of sections 48(3) and 51(1) of the New Roads and Street Works Act 1991. Certain provisions of the 1991 Act apply to works carried out under this article, subject to the provisions of article 12 (application of the 1991 Act).
- 4.32 Article 11 is based on article 8 of the model provisions and article 11 of the M4 order. It departs from the model provisions in that it authorises interference with any street within the Order limits, rather than just those specified in a schedule. The application of sections 54 to 106 of the New Roads and Street Works Act 1991 is also expressed to be subject to article 12, which applies and modifies that Act. The definition of 'apparatus' that was included as paragraph (4) in the model provisions is omitted because that term is already defined in article 2.

Article 12 – Application of the 1991 Act

- 4.33 Article 12 provides for the application of the New Roads and Street Works Act 1991. Although not included in the model provisions, there is precedent for these provisions in previous orders⁹.
- 4.34 Paragraphs (1) and (2) provide that certain works carried out under the authority of the Order are to be "major highway works" for the purposes of the 1991 Act. The effect of this is to clarify that the cost-sharing provisions relevant to the diversion of utility apparatus (which would apply to such works under the 1991 Act if carried out by the highway authority) will apply in respect of the works authorised by the Order, irrespective of who carries them out.
- 4.35 Paragraph (3) provides that certain provisions of the 1991 Act listed in that paragraph will not apply. The disapplication of these provisions (which are designed primarily to regulate the carrying out of street works by utility companies in respect of their apparatus) is appropriate given the scale of works proposed under the Order, the specific authorisation given for those works by the Order and the specific provisions in the Order which regulate the carrying out of the Order works.
- 4.36 Paragraphs (4) to (6) apply certain provisions of the 1991 Act (listed in paragraph (5)) to streets which are to be temporarily stopped up, altered or diverted under the Order. This is for two reasons: first, it prevents any confusion as to whether works in respect of a temporarily affected street are 'street works' for the purposes of the 1991 Act; and

⁹ See for example articles 11, 9 and 10 of the M20, M4 and A14 orders respectively.

secondly, it simplifies the implementation of the works by providing for a single process in respect of streets which are stopped up and those which are not.

- 4.37 Paragraph (7)(a) provides that nothing in article 13 affects the operation of section 87 of the 1991 Act, which allows a local highway authority to declare that a street in its area is likely to become a maintainable highway and consequently that Part 3 of the 1991 Act applies to that street.
- 4.38 Paragraph (7)(b) confirms that the Applicant is not to be taken to be the street authority for a street for the purposes of Part 3 of the 1991 Act merely by being under a duty to maintain it under article 13. The Applicant is the highway authority for the strategic road network and is under a duty to maintain it. Accordingly it is also the street authority for the strategic road network. Other bodies are responsible for other parts of the road network, and responsibility is allocated in article 13. However, article 13 also allows the Applicant to agree a different maintenance position with the local highway authority in writing on a case by case basis, and this power may be used from time to time in respect of specific works, or part(s) thereof. This provision therefore ensures that, if the Applicant and the local highway authority did enter into such an agreement, the Applicant would not be taken to be the street authority for roads other than those forming part of the strategic road network for the purposes of the 1991 Act.
- 4.39 Paragraph (7)(c) clarifies that the provisions relating to responsibility for maintenance of streets in article 13 do not affect the application of Part 3 of the 1991 Act to maintenance works which are street works for the purposes of the 1991 Act. 'Street works' is defined in section 48(3) of the 1991 Act as including works for the maintenance of apparatus (but excluding works for road purposes) that are executed in pursuance of a statutory right or a street works licence.

Article 13 - Construction and maintenance of new, altered or diverted streets and other structures

- 4.40 The purpose and effect of article 13 is as follows:
- (a) Under the Highways Act 1980 and the Appointment of a Strategic Highways Company Order 2015 the Applicant is the highway authority for, and therefore is responsible for maintaining, trunk roads, including those to be provided as part of the Scheme. For any other highways and streets, this article determines the body that will be liable for maintenance. Liability for maintenance would transfer to the local highway authority or to the street authority as appropriate on completion of the works. Paragraphs (1) to (4) allow the Applicant to make contrary agreements with the local highway authority concerned.

(b) Paragraphs (1) to (3) are subject to paragraph (5), which makes specific maintenance provisions in relation to bridges.

(c) The effect of paragraphs (6) and (7) is that in any action for damages against the Applicant alleging failure to maintain a street, the Applicant will have the defence that it had taken such care as was reasonably required in the circumstances to secure that the street was not dangerous for traffic. This ensures that the provision in section 58 of the Highways Act 1980 applies to the Applicant not only in respect of the trunk roads for which it is the highway authority but also other roads and is consistent with the approach taken in previous development consent orders¹⁰.

4.41 Article 13 was not included in the model provisions, but has been included in all Highways England orders made to date.

Article 14 - Classification of roads etc.

4.42 The designation of highways, the specification of the classes of traffic authorised to use a highway and speed limits are ancillary matters which may be included in a development consent order¹¹. These and other related matters are addressed by this article. These matters are integral to the implementation of the Scheme and it is therefore appropriate to include them in the Order as ancillary matters.

4.43 Paragraph (1) provides for the roads described in Part 1 of Schedule 3 to become trunk roads from the date that they are complete and open to traffic.

4.44 Paragraph (2) provides for the trunk roads described in Part 2 of Schedule 3 to cease to be trunk roads on such day as the undertaker may determine. In practice this will be a date that has been agreed with or notified to the local highway authority.

4.45 Paragraph (3) provides for the roads described in Part 3 of Schedule 3 to become classified roads from the date that they are complete and open to traffic.

4.46 Paragraph (4) provides for the roads described in Part 4 of Schedule 3 to become unclassified roads from the date that they are complete and open to traffic.

4.47 Paragraph (5) imposes speed limits on certain sections of the Scheme as described in Part 5 of Schedule 3.

4.48 Paragraph (6) provides for the restrictions specified in Part 6 of Schedule 3 to apply to the lengths of road identified in that Part from such day as the undertaker may determine.

¹⁰ See for example articles 12(6) and (7), 12(5) and (6) and 11(9) and (10) of the M20, M4 and A14 orders respectively.

¹¹ Planning Act 2008 section 120(5) and Schedule 5, paragraphs 19 and 20.

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- 4.49 Paragraph (7) confirms that the public rights of way described in Part 8 of Schedule 3 will be provided and open for use from the date on which the authorised development is open to traffic unless otherwise agreed with the relevant planning authority.
- 4.50 Paragraph (8) provides that the orders specified in Part 7 of Schedule 3 are to be varied or revoked as specified in that Part on such day as the undertaker may determine. Again, in practice the relevant date(s) will be agreed with or notified to the local highway authority.
- 4.51 The purpose of paragraph (9) is to confirm that the matters covered in paragraphs (1) to (7) could be varied or revoked in the future without the need to apply under the 2008 Act for an amendment to the Order, including where appropriate through the making of a Traffic Regulation Order. As paragraphs (1) to (4) deal with the classification of roads as either trunk roads, classified roads or unclassified roads, it is considered that paragraph (9) is most likely to be used in connection with paragraphs (5), (6) and (7).
- 4.52 Article 14 was not included in the model provisions, but has been included in all Highways England orders made to date except the M4 Smart Motorway Order 2016.

Article 15 - Temporary stopping up and restriction of use of streets

- 4.53 This article allows for the temporary stopping up, alteration, diversion or restriction of streets for the purposes of the Scheme, whilst ensuring that essential pedestrian access to and from premises along that street is maintained if necessary (paragraph (3)).
- 4.54 Paragraph (2) confers a power on the Applicant where a street has been temporarily stopped up under this article to use it as a temporary working site.
- 4.55 Under paragraph (4) the consent of the street authority is required where the Applicant is not the street authority. The street authority may attach reasonable conditions to any consent, but must not unreasonably withhold or delay consent.
- 4.56 Paragraph (5) provides a right to compensation for any person suffering loss due to the suspension of a private right of way under this article.
- 4.57 Paragraph (6) states that a street authority which fails to notify the Applicant of its decision in respect of an application for consent within 28 days of the application being made is deemed to have given its consent. This time limit is considered necessary to remove the possibility for delay and provide certainty that the authorised development can be delivered by the Applicant in a timely fashion. As a nationally significant infrastructure project the scheme should not be at risk of being held up due to a failure

to respond to an application for consent. This provision has been included in previous Highways England orders¹².

Article 16 - Permanent stopping up and restriction of use of streets and private means of access

- 4.58 This article allows the streets and private means of access identified in Schedule 4 to be stopped up (i.e. the legal right of way along them to be extinguished).
- 4.59 Paragraph (2) relates to the highways and private means of access to be stopped up as specified in Parts 2 and 4 of Schedule 4, for which a substitute is to be provided. It requires the substitute to be completed and open for use, or a temporary alternative route to be available, before the highway or private means of access in question is stopped up.
- 4.60 For the highways and private means of access to be stopped up as specified in Parts 1 and 3 of Schedule 4, no substitute is to be provided. Such a highway or private means of access may not be stopped up unless the condition referred to in paragraph (3) and set out in paragraph (4) is met.
- 4.61 Paragraph (6) provides a right to compensation for any person suffering loss due to the suspension or extinguishment of a private right of way under this article.
- 4.62 Since the definition of a 'street' in section 48 of the New Roads and Street Works Act 1991 includes highways and footways, the stopping up and diversion of footpaths and footways are dealt with by article 16 and Schedule 4 as well and there is no need for a separate provision.
- 4.63 This article was included in the model provisions as article 9.

Article 17 - Access to works

- 4.64 This article allows accesses to be created within the Order limits. It is anticipated that this article will be relied on by the Applicant to provide temporary accesses as required during the construction period, with all permanent means of access (including private means of access) forming part of the authorised development. This article departs from the model provisions (article 12) to provide the Applicant with a general power to provide means of access, the intention being to provide similar powers to those available under the Highways Act 1980¹³.
- 4.65 The provisions of this article confer slightly broader powers than those contained in the Act, which allows a highway authority to provide “*a new means of access to any premises*” where it considers it “*necessary or expedient in connection with the*

¹² See for example article 14(6) of the M20 order and article 14(6) of the A14 order.

¹³ See section 129 (further provisions with respect to new means of access).

construction, improvement or alteration of a highway” to do so. The statutory power is subject to securing the consent of the authority which is, or which will become, the highway authority for that highway. The inclusion of this article is considered to be appropriate as it will help to ensure that the authorised development can be carried out expeditiously by allowing the Applicant to create new temporary accesses as and where required, particularly in response to requests from landowners, occupiers and other affected parties.

Article 18 - Clearways

- 4.66 This article is necessary to ensure safe and proper operation of the authorised development, and to ensure that the Scheme delivers its intended benefits. It is therefore appropriate to include it in the Order as an ancillary matter under section 120(3) of the 2008 Act.
- 4.67 Paragraph (1) prohibits waiting on any part of a road specified as a clearway in Part 6 of Schedule 3 except on the direction of, or with the permission of, a uniformed constable or traffic officer.
- 4.68 Paragraphs (2) and (3) set out a list of circumstances in which it would be lawful for a vehicle to wait on any part of a road specified in Part 6 of Schedule 3.
- 4.69 Paragraph (4) confirms that the clearway provisions can be varied or revoked in the future without the need to apply under the 2008 Act for an amendment to the Order.
- 4.70 This article was not included in the model provisions but has been included in all Highways England orders made to date except the M4 Smart Motorway Order 2016.

Article 19 - Traffic regulation

- 4.71 The purpose of this article is to provide the Applicant with powers to make traffic regulation orders in relation to roads for which it is not the highway authority, so that it can implement traffic management measures (e.g. restrictions on the use of roads) necessary to construct the authorised development.
- 4.72 Article 19 would, at any time up to 12 months after the opening of the authorised development for public use, allow the Applicant, in so far as it is necessary or expedient for the purposes of the construction, maintenance or operation of the authorised development, to:
- (a) revoke, amend or suspend in whole or in part any order made or having effect under the Road Traffic Regulation Act 1984;
 - (b) permit, prohibit or restrict the stopping, waiting, loading or unloading of vehicles on any road;

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- (c) authorise the use as a parking place of any road;
 - (d) make provision as to the direction or priority of vehicular traffic; and
 - (e) permit or prohibit vehicular access to any road.
- 4.73 Under paragraph (3) any restriction etc. made before the end of the 12 month period may continue to have effect after that period has expired.
- 4.74 Implementation of any of the measures is subject to the consent of the traffic authority in whose area the roads are situated. Requirement is made in paragraphs (4) and (5) for the chief officer of police and the relevant traffic authority to be consulted and notified in advance. The notification period varies depending on what is being proposed.
- 4.75 Any restrictions etc. may be suspended, varied or revoked by the undertaker within a period of 24 months from the opening of the authorised development (paragraph (7)).
- 4.76 This article was not included in the model provisions but has been included in all previous Highways England orders¹⁴.

Part 4 – Supplemental powers

Article 20 - Discharge of water

- 4.77 This article sets out the circumstances in which the Applicant is entitled to discharge water into a watercourse, public sewer or drain, and its purpose is to establish statutory authority for doing so.
- 4.78 The effect of paragraph (3) is that this can only be done with the consent of the owner. Consent can be given subject to reasonable terms and conditions, but cannot be unreasonably withheld.
- 4.79 Paragraph (5) requires the undertaker to take reasonably practicable steps to ensure that any water that is discharged is as free as may be practicable from gravel, soil or other solid substance, oil or matter in suspension.
- 4.80 Paragraph (7) states that a person who fails to notify the Applicant of their decision in respect of an application for consent/approval within 28 days of the application being made is deemed to have granted consent/approval. This time limit is considered necessary to remove the possibility for delay and provide certainty that the authorised development can be delivered by the Applicant in a timely fashion. As a nationally significant infrastructure project the scheme should not be at risk of being held up due

¹⁴ See for example article 47 of the M20 order, article 43 of the M4 order and article 45 of the A14 order.

to a failure to respond to an application for consent/approval. This provision has been included in previous Highways England orders¹⁵.

Article 21 - Protective works to buildings

- 4.81 The purpose of this article is to allow the Applicant to undertake protective works to buildings affected by the authorised development. It was included in the model provisions as article 15.

Article 22 - Authority to survey and investigate the land

- 4.82 This article gives the Applicant the power to enter land for the purpose of surveying and investigating. It provides that the Applicant must give 14 days' notice before exercising the powers of entry. Compensation is payable for any loss or damage caused. Paragraphs (1) to (5) were included in the model provisions as article 16. Paragraph (6), which provides for deemed consent in cases where there is no response to an application for consent under this article, was not included in the model provisions but has been included in previous orders¹⁶.

Part 5 - Powers of Acquisition

Article 23 - Compulsory acquisition of land

- 4.83 This article authorises the acquisition of land by compulsory purchase. It grants the power to acquire the land that is required for the Scheme. This is subject to articles 26 (compulsory acquisition of rights) and 33 (temporary use of land for carrying out the authorised development), which are explained below.
- 4.84 Article 23 is based on article 18 of the model provisions, with the following differences:
- (a) Paragraph (2) is omitted as the vesting of land is governed by the Compulsory Purchase (Vesting Declarations) Act 1981, which applies as though the Order were a compulsory purchase order by virtue of article 30 (application of the 1981 Act). Article 28 (private rights over land) also provides for all private rights over land subject to compulsory acquisition to be extinguished.
 - (b) Paragraph (3) relating to compensation for loss arising due to the extinguishment or suspension of a private right of way is omitted because that is dealt with separately in articles 15(5), 16(6) and 28(5).
 - (c) Paragraph (2) refers to article 26 (compulsory acquisition of rights) rather than model article 25, which related to the acquisition of land limited to subsoil lying more than 9 metres beneath the surface and is not included in the Order.

¹⁵ See for example article 18(7) of the M20 order and article 17(8) of the A14 order.

¹⁶ See for example article 20(6) of the M20 order, article 19(6) of the M4 order and article 19(6) of the A14 order.

Article 24 - Compulsory acquisition of land – incorporation of the mineral code

4.85 This article incorporates Parts 2 and 3 of Schedule 2 to the Acquisition of Land Act 1981, exempting existing rights in minerals from the scope of compulsory acquisition unless they are expressly named and conveyed. It also makes provision for a situation where the owner of mines or minerals wishes to work such mines or minerals.

4.86 Article 24 was included in the model provisions as article 19.

Article 25 - Time limit for exercise of authority to acquire land compulsorily

4.87 This article gives the Applicant five years to issue notices to treat or to execute a general vesting declaration to acquire the land that may be compulsorily acquired under the Order. These are the two main procedural methods by which the process of compulsorily acquiring land may be undertaken should the Order be made.

4.88 The article also sets a five year time limit on the power to take temporary possession of land under article 33, although it does not prevent the Applicant from remaining in possession of land after that time if it took possession within the five year limit.

4.89 This article was included in the model provisions as article 20.

Article 26 - Compulsory acquisition of rights

4.90 This article allows for rights over land to be acquired as well as the land itself, and also for new rights to be created over land. This includes the power to impose restrictive covenants.

4.91 It provides for such rights as may be required to be acquired by the Applicant over land which it is authorised to acquire under article 23. The public benefit of this is that it would allow the Applicant to reduce the area of outright acquisition if possible and rely on rights instead.

4.92 Paragraph (2) provides that for the land described in Schedule 5, the Applicant's powers of compulsory acquisition are limited to the acquisition of such rights, and the imposition of such restrictive covenants, as may be required for the purposes set out in that Schedule.

4.93 The power to impose restrictive covenants will allow for the possibility of reducing the area of outright acquisition and thus enable a more proportionate exercise of compulsory powers. It is therefore in the public interest and has precedent in other highway development consent orders.

4.94 Paragraph (3) provides that the power to impose restrictive covenants under paragraph (1) is exercisable only in respect of the plots specified in column (1) of Schedule 5.

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- 4.95 Paragraph (4) provides that where the Applicant only needs to acquire rights over land it is not obliged to acquire any greater interest in that land.
- 4.96 Paragraph (5) applies Schedule 6, which imposes modifications to the compulsory purchase and compensation provisions under general legislation. They do not affect the entitlement to compensation, but generally ensure that the compensation code applies to the additional categories of acquisition covered by the Order and the creation of new rights and the imposition of restrictive covenants in particular. This is a consequence of the extension of land acquisition powers to these categories (done to allow lesser land interests to be acquired).
- 4.97 For the purpose of section 126(2) of the 2008 Act, the relevant compensation provisions are modified only to the extent necessary to ensure that they apply properly to the acquisition/creation of rights and the imposition of restrictive covenants, and not to affect the amount of compensation to which landowners would be entitled.
- 4.98 Article 26 is based on article 21 of the model provisions and previous Highways England orders¹⁷. It differs from the model provisions in the following respects:
- (a) Paragraph (1) allows the Applicant to acquire existing rights and create new rights over any of the Order land, rather than just the rights described in the book of reference. Although the Applicant has sought to identify all of the plots which are to be subject to the acquisition or creation of rights and has set these out in the book of reference, land plans and schedule 5, this provision ensures that the Applicant retains the flexibility to acquire or create rights over land where that land might otherwise have to be acquired outright.
 - (b) Paragraph (2) of the model article is omitted, for the same reasons set out in paragraph 4.84(a) above.
 - (c) Paragraph (2) is included to clarify that the land identified in Schedule 5 may only be subject to the acquisition or creation of rights or imposition of restrictive covenants, and may not be subject to outright acquisition.
 - (d) Paragraph (3) provides that restrictive covenants may only be imposed under this article in relation to the land specified in Schedule 5.
 - (e) Paragraph (4) refers to Schedule 2A to the Compulsory Purchase Act 1965, as modified by Schedule 6, rather than section 8 of the Compulsory Purchase Act 1965. The effect is to limit the possible exceptions to this article to cases where part only of a house, building, factory, park or garden belonging to a house is being acquired.

¹⁷ See for example article 24 of the M20 order and article 22 of the M4 order.

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- (f) Paragraph (5) does not refer to compensation for the extinguishment or suspension of any private right of way under this article, since that is dealt with by article 28. Instead it confirms that Schedule 6 has effect for the purpose of modifying compensation provisions to ensure that they apply to the compulsory acquisition or creation of rights, or imposition of restrictive covenants, under this article.

Article 27 – Public rights of way

- 4.99 Article 27(1) provides for the public rights of way specified in Parts 1 and 2 of Schedule 4 and shown on the Rights of Way and Access Plans to be extinguished. The rights of way are extinguished following the expiry of a site notice which must be erected at each end of the way to be extinguished no less than 28 days prior to the extinguishment.
- 4.100 The creation of substitute and new public rights of way is dealt with in article 14(7) (classification of roads, etc.). Justification for the stopping up of public rights of way where no substitute is being provided is included in the Statement of Reasons (application document ref. 4.1).
- 4.101 Article 27 is based on article 10 of the model provisions and previous Highways England orders¹⁸. It differs from the model provisions in that it refers to the rights of way set out in Schedule 4, rather than rights of way specified in the article itself. It also provides a different trigger for the extinguishment of existing rights of way, rather than the various options specified in paragraph (1) of the model provision (which included the date of publication of the order). Paragraph (2) of the model provision, which dealt with the creation of alternative sections of rights of way, is omitted on the basis that article 14(7) deals with the creation and opening for use of any new or replacement public rights of way. Instead, paragraph (2) requires the undertaker to erect a site notice at each end of the right(s) of way to be extinguished at least 28 days in advance. The definitions in paragraph (3) of the model provision are omitted as they are not used.

Article 28 - Private rights over land

- 4.102 This article provides for the extinguishment of private rights over land that is subject to compulsory acquisition under the Order. In so far as the Applicant acquires land or creates new rights over land under the Order, where the continuance of private rights over that land would be inconsistent with the exercise of the right being acquired or created then the private rights in question will be extinguished.
- 4.103 Paragraph (3) provides that rights over Order land that is already owned by Highways England are extinguished on commencement of any activity authorised by the Order which interferes with or breaches those rights.

¹⁸ See for example article 25 of the M20 order and article 24 of the A14 order.

4.104 Paragraph (4) provides that all private rights over land which the undertaker takes temporary possession of under the Order will be suspended and unenforceable for as long as the undertaker remains in lawful possession of the land.

4.105 Paragraphs (5) to (8) make provision for compensation and for circumstances where rights are preserved.

4.106 Paragraph (9) sets out a list of matters deemed to be private rights.

4.107 Article 28 is based on article 22 of the model provisions and previous Highways England orders¹⁹. It differs from the model provisions in the following respects:

- (a) It applies to all private rights, not just private rights of way. This is to reflect the broad nature of private rights that may exist over the Order land.
- (b) Paragraph (2) is included to confirm that where land is subject to the acquisition or creation of rights or the imposition of restrictive covenants, any other rights in that land are extinguished if their continuance would be incompatible with the right or covenant being acquired or created by the undertaker.
- (c) Paragraph (3) (paragraph (2) of the model provision) is amended to refer to the Order land, rather than “the limits of land which may be acquired shown on the land plan”, and to clarify the circumstances in which other rights in land owned by the Applicant will be extinguished.
- (d) Paragraph (4) is included to clarify the position where the Applicant takes temporary possession of land.
- (e) Paragraph (5) (paragraph (4) of the model provisions) is modified to include a reference to section 152 of the Planning Act 2008.
- (f) Sub-paragraph (6)(a)(i) is amended to also refer to the acquisition of rights or imposition of restrictive covenants.
- (g) Paragraph (9) sets out what are considered to be ‘private rights over land’. This is necessary to clarify the nature of the private rights to which this article applies.

Article 29 – Modification of Part 1 of the 1965 Act

4.108 The purpose of this article is to ensure consistency between the terms of the Order and the Compulsory Purchase Act 1965, as applied by section 125 of the 2008 Act. It has been included in the most recent Highways England order at the time of writing²⁰.

¹⁹ See for example article 26 of the M20 order and article 25 of the A14 order.

²⁰ See article 27 of the M20 order.

Article 30 – Application of the 1981 Act

- 4.109 This article applies (with minor modifications to ensure consistency between the terms of the Order and the Act) the provisions of the Compulsory Purchase (Vesting Declarations) Act 1981 to compulsory acquisition under the Order so that Highways England has the option to acquire land via the vesting declarations procedure.
- 4.110 The modifications to the 1981 Act contained in this article can be summarised as follows:
- (a) Paragraph (3) modifies section 1(2) so that section 1 applies to the Applicant.
 - (b) Paragraph (4) modifies section 5 to remove the reference to situations where the compulsory purchase order is subject to special parliamentary procedure.
 - (c) Paragraph (5) omits section 5A, on the basis that the Order prescribes the time limit for compulsory acquisition in article 25.
 - (d) Paragraph (6) modifies the statutory reference in section 5B(1), on the basis that the 2008 Act contains equivalent provisions that apply in respect of development consent orders. The cross-reference to section 5A is also modified, to reflect that the time limit is set out in article 25.
 - (e) Paragraph (7) modifies the statutory references in section 6(1)(b), on the basis that the 2008 Act contains equivalent provisions that apply in respect of development consent orders.
 - (f) Paragraph (8) modifies paragraph 1(2) of Schedule A1 to change the reference to compulsory purchase orders excluding land that is 9 metres or more below the surface from the counter-notice procedure to article 31(3), which has the same effect in relation to the acquisition of subsoil or airspace only.
 - (g) Paragraph (9) clarifies that references to the Compulsory Purchase Act 1965 in the 1981 Act are to be construed as references to the 1965 Act as applied by section 125 of the 2008 Act and as modified by article 29, on the basis that both section 125 and article 29 modify the provisions of the 1965 Act.
- 4.111 Vesting declarations are one of two ways of acquiring land that is subject to compulsory purchase (the other being by means of a notice to treat). They allow several parcels to be acquired at once and therefore more efficiently than under the notice to treat procedure.
- 4.112 Article 30 is based on article 23 of the model provisions and previous Highways England orders²¹. Due to extensive changes to the relevant provisions of the 1981 Act

²¹ See for example article 28 of the M20 order and article 24 of the M4 order.

since the model provisions came into force, the wording of this article departs significantly from the model provisions and the Applicant has instead sought to follow the precedent established by recent orders.

Article 31 - Acquisition of subsoil or airspace only

- 4.113 This article allows the Applicant to acquire, or acquire or create rights in, the subsoil or airspace below or above land, rather than having to acquire the land itself.
- 4.114 The purpose of article 31 is to give the Applicant the flexibility to minimise so far as is possible the extent of interests to be acquired, with consequently less impact on landowners and lower payments of compensation, both of which are in the public interest.
- 4.115 This article is based on article 24 of the model provisions, which related to subsoil only, and previous Highways England orders²².

Article 32 - Rights under or over streets

- 4.116 The purpose of this article is to allow the Applicant to appropriate and use land above or below streets within the Order limits, without having to acquire the street or any right or easement in it. The exercise of this power, without acquisition, is prohibited in the circumstances set out in paragraph (3). Compensation is payable for any loss or damage caused to an owner or occupier of land affected by the power of appropriation where no acquisition has taken place.
- 4.117 This article was included in the model provisions as article 27.

Article 33 - Temporary use of land for carrying out the authorised development

- 4.118 The purpose of this article is to allow the land set out in Schedule 7 to be occupied temporarily while the works are carried out. This is land which is required during construction of the Scheme but which is not required permanently. Article 33 also allows for the temporary occupation of any of the land intended for permanent acquisition that has not yet been acquired.
- 4.119 The article is based on article 28 of the model provisions, with a number of changes:
- (a) First, the ability to occupy land temporarily that is subject to powers of permanent acquisition but that has not yet been acquired (paragraph (1)(a)(ii)) has been added. This allows the Applicant to occupy land without having to acquire it immediately. There is a consequential amendment to paragraph (3) to cater for the two types of land.

²² See for example article 29 of the M20 order and article 25 of the M4 order.

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- (b) Secondly, paragraph (1)(d) has been added so that permanent works specified in column (3) of Schedule 7, and any other permanent mitigation works in connection with the authorised development, may be left on land that has been temporarily occupied, rather than having to acquire such land for this purpose. The rationale for this is that it reduces the amount of land that is required to be subject to outright acquisition. The intended scope of 'mitigation works' is any permanent works necessary and appropriate to mitigate the impacts of the Scheme (e.g. landscaping or ecological mitigation works).
 - (c) There has been a minor amendment to paragraph (2) to require the notice of intended entry to specify the purpose for which entry is to be taken where land is being entered under paragraph (1)(a)(ii).
 - (d) There are amendments to the requirements for restoring the land before returning it to reflect the changes in respect of permanent works, which have been added as paragraph (4)(b). Paragraph (4)(c) is also added in respect of protective works for statutory undertaker apparatus.
 - (e) There is a minor amendment to paragraph (5) where 'any power conferred by' has been omitted, since the provisions are of the article, not of the powers.
 - (f) Finally, paragraph (11) has been added to ensure clarity about the extent of the land the Applicant may take temporary possession of.

4.120 The amended article reflects the wording of recent Highways England orders²³.

4.121 The inclusion of this article is important to ensure that the authorised development can be carried out efficiently and expeditiously following the making of the Order. The Applicant is entitled to either occupy and use land pending its permanent acquisition, or to temporarily occupy and use land that is not to be permanently acquired, with provision made for the restoration of the land and the payment of compensation to the affected landowners and occupiers for any loss or damage arising. These powers are considered to be reasonable given the status of the authorised development as a nationally significant infrastructure project.

4.122 If the powers conferred by this article were not included then the Applicant would be forced to seek permanent rights over, or the permanent acquisition of, all of the land required for the authorised development, which would be disproportionate for those plots which have been identified as being suitable for temporary occupation and use.

Article 34 - Temporary use of land for maintaining the authorised development

²³ See for example article 31 of the M20 order and article 28 of the M4 order.

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- 4.123 This article provides that the Applicant may take temporary possession of land within the Order limits, as required for the purpose of maintaining the authorised development, at any time within a period of five years from the date on which that part of the authorised development is first opened for use.
- 4.124 Paragraph (1)(c) authorises the construction of such temporary works and buildings on the land as may be reasonably necessary for that purpose. Under paragraph (5) all temporary works must be removed before the Applicant gives up possession under this article and the land must be restored to the reasonable satisfaction of the owners.
- 4.125 This power does not apply in relation to houses, gardens or any other buildings for the time being occupied (paragraph (2)).
- 4.126 Paragraph (3) requires at least 28 days' notice of intended entry to be served on the owners and occupiers of the land in question.
- 4.127 Paragraphs (6) to (8) provide for compensation to be paid to owners and occupiers of land of which temporary possession is taken under this article.
- 4.128 This article was included in the model provisions as article 29.

Article 35 - Statutory undertakers

- 4.129 This article allows the Applicant to extinguish rights of statutory undertakers and remove and reposition their apparatus. Reference is made to the Order land so that this power is not restricted to apparatus which has been specifically shown on the Land Plans and described in the Book of Reference. In practice it is impractical to show and describe all such apparatus and so a general power for the extinguishment of rights and the removal or relocation of apparatus belonging to statutory undertakers over or within any of the Order land is required.
- 4.130 As the land over which this power may be exercised is shown on the Land Plans, and the beneficiaries of such rights are described in the Book of Reference, the requirements of Regulations 5(2)(i)(iii) and 7(1)(c) of the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009 are satisfied.
- 4.131 Paragraph (2) restricts the Applicant's power to extinguish rights or remove or reposition apparatus by excluding apparatus in streets. If the streets in question are to be stopped up as part of the authorised development then the provisions of article 36 will apply.
- 4.132 This article is based on article 31 of the model provisions and previous Highways England orders²⁴. It differs from the model provisions in the following respects:

²⁴ See for example article 33 of the M20 order and article 30 of the M4 order.

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- (a) The article is expressed to be subject to article 26(3), the protective provisions and paragraph (2).
 - (b) Sub-paragraph (1)(a) refers to the acquisition of rights and the imposition of restrictive covenants. It also refers to the Order land rather than “within the limits of the land to be acquired and described in the book of reference”.
 - (c) Sub-paragraph (c) is omitted as rights are referred to in sub-paragraph (a).
 - (d) Paragraph (2) is included to clarify that this article does not apply where statutory undertakers have apparatus in a street which is to be stopped up under the Order. In those circumstances the provisions of article 36 will apply.

Article 36 - Apparatus and rights of statutory undertakers in stopped up streets

- 4.133 This article governs what happens to statutory undertakers’ apparatus (pipes, cables etc.) under streets that are stopped up by the Order. Without the article, the statutory undertaker would not have access to the apparatus, since there would no longer be a right of way along the street.
- 4.134 Under paragraph (2) the Applicant may require a statutory undertaker to remove and relocate the apparatus (or apparatus provided in substitution) elsewhere. Paragraph (3) requires the Applicant to compensate the statutory undertaker for the reasonable costs it incurs in doing so.
- 4.135 Paragraph (4) provides for a reduction to the amount payable to the statutory undertaker in certain circumstances, including where replacement apparatus is provided that is of a better type, of greater capacity or of greater dimensions and those improvements or increases are not necessary. Paragraph (5) clarifies that the placing of apparatus of a greater length does not count for the purposes of paragraph (4), since it is likely that for most diversions apparatus of greater length will need to be installed. Similarly, joints in apparatus may be necessary and if so that will not lead to a reduction of the amount payable.
- 4.136 Paragraph (6) discounts from the amount payable to the statutory undertaker any financial benefit to the statutory undertaker that arises as a result of having new rather than old (i.e. older than 7.5 years) apparatus due to the deferment of the timetable for renewal of the apparatus.
- 4.137 Paragraph (7) provides that for those parts of the scheme that involve major highway works, major bridge works or major transport works (which are defined in Part 3 of the New Roads and Street Works Act 1991 and do not include the construction of a new highway), the compensation provisions of that Act will apply instead.

4.138 Article 36 was included in the model provisions as article 32.

Article 37 - Recovery of costs of new connections

4.139 This article provides that if any statutory undertaker's apparatus is removed and this halts a supply from that apparatus to owners or occupiers of premises such that they have to seek a connection to other apparatus, then their reasonable costs in obtaining a new supply can be claimed from the Applicant.

4.140 This article was included in the model provisions as article 33.

Article 38 – Special category land

4.141 Under section 131 of the 2008 Act an order granting development consent is subject to special parliamentary procedure when it authorises the compulsory acquisition of land to which section 131 applies (i.e. a common, open space or fuel or field garden allotment).

4.142 The exception is if the Secretary of State is satisfied that certain tests under section 131(3) are met, including if the Secretary of State is satisfied that replacement land has been or will be given in exchange for the order land, and the replacement land has been or will be vested in the prospective seller and subject to the same rights, trusts and incidents as attach to the order land (subsection (4)). The Applicant submits that this is the case, for the reasons set out in the Statement of Reasons.

4.143 Article 38 deals with the replacement of open space special category land that is required for the authorised development. The article makes provision for the special category land to vest in the undertaker once the Secretary of State (in consultation with the relevant planning authority) has certified that a scheme for the provision of the replacement land as open space, and a timetable for the implementation of that scheme, have been received from the undertaker to the Secretary of State's satisfaction.

4.144 Paragraph (3) provides that on the date on which the replacement land is laid out and provided in accordance with the scheme, the replacement land will vest in the person in whom the special category land was previously vested and will be subject to the same rights, trusts and incidents as attached to the special category land.

4.145 This article is based on article 30 of the model provisions and article 36 of the M20 Junction 10a Development Consent Order 2017. It differs from the model provisions in that it does not require the approved scheme for the provision of replacement land to be implemented before the special category land can vest in the Applicant. The Applicant is however still required to acquire the replacement land before the special category land can vest. Although it is likely that the replacement land will be provided prior to, or

at the same time as, the vesting of the special category land, there may be circumstances in which it is not possible for the Applicant to provide the replacement land in advance of the special category land vesting and this provision grants the Applicant that flexibility, subject to the Secretary of State certifying that they are content with the timetable for the provision of the replacement land.

- 4.146 Under paragraph (3) the replacement land vests on the date it is laid out and provided in accordance with the scheme certified by the Secretary of State.

Part 6 - Operations

Article 39 - Felling or lopping of trees and removal of hedgerows

- 4.147 This article allows any tree or shrub that is near the project to be felled or lopped, or have its roots cut back, if it is considered to obstruct the construction, operation or maintenance of the Scheme or endanger anyone using it. Compensation is payable for any loss or damage caused.

- 4.148 Further, this article also authorises the removal of any hedgerow as defined in the Hedgerow Regulations 1997.

- 4.149 This article is based on article 39 of the model provisions and recent Highways England orders²⁵. It differs from the model provisions in the following respects:

- (a) Paragraph (1) refers to any vegetation on or overhanging land within the Order limits, rather than any tree or shrub “near any part of the authorised project”.
- (b) Sub-paragraph (2)(c) requires the Applicant to take steps to avoid a breach of the Wildlife and Countryside Act 1981 and the Conservation of Habitats and Species Regulations 2017.
- (c) Paragraphs (4) and (5) are added to extend the powers of the undertaker to also apply to hedgerows, since these may also need to be removed in order for the authorised development to be carried out.

Article 40 – Trees subject to tree preservation orders

- 4.150 This article allows the Applicant to fell, lop or carry out other works to any tree subject to a tree preservation order described in Schedule 8 if the Applicant believes it is reasonably necessary to do so. Where possible, the Applicant is to seek to replace any trees which are removed under this article. The Applicant is also required to consult with the relevant planning authority prior to the relevant work taking place.

- 4.151 This article was included in the model provisions as article 40.

²⁵ See for example article 38 of the M20 order, article 35 of the M4 order and article 36 of the A14 order.

Part 7 - Miscellaneous and General

Article 41 - Application of landlord and tenant law

- 4.152 This article governs the leasing of land by the Applicant to any other person. Essentially it allows the terms of the lease to override any statutory provisions relating to landlord and tenant law.
- 4.153 This article was included in the model provisions as article 35.

Article 42 - Operational land for purposes of the 1990 Act

- 4.154 This effect of this article is that the land within the Order limits is to be treated as the operational land of a statutory undertaker for the purposes of the Town and Country Planning Act 1990 and the Town and Country Planning (General Permitted Development) (England) Order 2015/596. Although section 264 is entitled “*cases in which land is to be treated as not being operational land*”, subsections (3) and (4) set out cases in which land is to be treated as operational land.
- 4.155 This article was included in the model provisions as article 36.

Article 43 - Defence to proceedings in respect of statutory nuisance

- 4.156 Section 158 of the 2008 Act confers statutory authority for the purposes of a defence in civil or criminal proceedings for nuisance. This article provides a defence to proceedings brought in a magistrates’ court under section 82(1) of the Environmental Protection Act 1990 in relation to certain nuisances set out in paragraph 79(1) of that Act.
- 4.157 This provision is often misunderstood. A broad defence to civil and criminal proceedings for nuisance is provided by section 158 of the 2008 Act. However, the view taken under the NSIP regime is that section 158 does not extend to the relatively rare situation by which if somebody considers that the local authority ought to be tackling a nuisance using its statutory nuisance powers, but it is not, that person may apply to the magistrates’ court under section 82 of the Environmental Protection Act 1990. Accordingly, this article is seeking to fill in a legislative loophole by extending the effect of section 158.
- 4.158 Because section 158 does not distinguish between different types of nuisance, the logical position is that this article should also apply to all categories of nuisance. However, as a matter of practice other schemes have been more discriminating and have asked whether there is any possibility of a statutory nuisance occurring, leading to specific types of nuisance being referred to. The Applicant has followed this approach by seeking to restrict the application of this article so that it only applies to nuisances

that have been identified as potentially resulting from the authorised development, as set out in the Statutory Nuisances Statement accompanying the application. This ensures that this article is focused only on those nuisances that may be of relevance, whilst also reflecting the logic and correct interpretation of section 158.

4.159 The defence is available if the nuisance relates to:

- (a) the use of premises by the undertaker for the purposes of or in connection with the construction or maintenance of the authorised development and is attributable to the carrying out of the authorised development in accordance with a notice served, or consent given, under the Control of Pollution Act 1974; or
- (b) the construction, maintenance or use of the Scheme and cannot reasonably be avoided.

4.160 This article is based on article 7 of the model provisions and recent Highways England orders²⁶. It differs from the model provisions in that it does not just apply to nuisances arising under paragraph (g) of section 79(1) of the Environmental Protection Act. The references to section 65 of the Control of Pollution Act 1974 are omitted because that section has been repealed. Sub-paragraph (b)(i) of the model provisions is omitted as it is not relevant and sub-paragraph (b)(ii) is included as sub-paragraph (1)(a)(iii).

Article 44 – Protective provisions

4.161 This article gives effect to Schedule 9, which contains provisions protecting the interests of third parties. It was not included in the model provisions but is a standard article in development consent orders that include protective provisions.

Article 45 – Certification of plans etc.

4.162 This article provides for various application plans and documents listed in Schedule 10 (documents to be certified) to be certified by the Secretary of State as true copies of those documents following the making of the Order. This is based on article 41 of the model provisions, the difference being that the documents are listed in Schedule 10 rather than the article itself.

Article 46 - Service of notices

4.163 This article governs the service of notices required to be given under the Order. In particular it allows service by email with the consent of the recipient (paragraph (1)(c)), and deals with the situation of service on an unknown landowner (paragraph (4)).

²⁶ See for example article 42 of the M20 order and article 38 of the M4 order.

4.164 This article was not included in the model provisions but is a sensible addition that has been included in previous orders²⁷.

Article 47 - Arbitration

4.165 This article governs what happens when two parties disagree about any provision of the Order. Unless the Upper Tribunal (Lands Chamber) has jurisdiction the matter is to be settled by arbitration. If the parties cannot agree on who the arbitrator should be then this will be decided by the President of the Institution of Civil Engineers.

4.166 This article was included in the model provisions as article 42.

Article 48 - Appeals relating to the Control of Pollution Act 1974

4.167 This article establishes an appeal process in circumstances where a local authority issues a notice under section 60, or does not grant consent or grants conditional consent under section 61, of the Control of Pollution Act 1974. Its aim is to prescribe a streamlined appeal process, thereby providing certainty and minimising the potential for unnecessary delay to the scheme.

4.168 Both sections 60 and 61 include provisions which allow the recipient of a notice, or the applicant for consent (as the case may be), to appeal to a magistrates' court within 21 days. Section 70 states that any appeal shall be by way of complaint for an order and that the Magistrates' Court Act 1980 applies to the proceedings. Further provisions as to appeals under these sections are included in Regulation 5 (in respect of appeals under section 60) and Regulation 6 (in respect of appeals under section 61) of the Control of Noise (Appeals) Regulations 1975.

4.169 Part 2 of the Magistrates' Courts Act 1980 contains provisions for the hearing of civil complaints. It does not however prescribe specific timescales. Section 144 of the Act contains an enabling provision for the making of rules for regulating and prescribing the procedure and practice to be followed in magistrates' courts in civil matters. An extensive number of statutory instruments have been made under this section, but the primary rules are considered to be those set out in the Magistrates' Courts Rules 1981. Those rules impose a duty on the court to actively manage cases, and confer extensive powers to do so. However, they do not prescribe a specific procedure for the hearing of complaints.

4.170 Due to the need for certainty and the expeditious resolution of any disagreements under sections 60 and 61 of the Control of Pollution Act 1974 to ensure that the construction of the authorised development is not subject to unnecessary delay, this article prescribes a clear procedure for the resolution of appeals by the Secretary of State.

²⁷ See for example article 45 of the M20 order, article 41 of the M4 order and article 42 of the A14 order.

4.171 This article was not included in the model provisions but was included in the A14 order as article 44. It has also been included in other non-highways orders²⁸.

5 SCHEDULES

Schedule 1 – Authorised development

5.1 Schedule 1 describes the authorised development, which is described in detail in Chapter 2 of the Environmental Statement.

Schedule 2 - Requirements

5.2 The requirements in Schedule 2 are the equivalent of planning conditions. They apply to the carrying out and operation of the authorised development and reflect the processes and procedures usually employed by the Applicant when implementing a scheme such as this.

5.3 Most approvals will be sought from the Secretary of State for Transport. In practice this would involve certain internal approvals being obtained from independent teams within Highways England before the details are formally submitted by the project team within Highways England to the Secretary of State for Transport for approval.

5.4 The Applicant understands that decision-making by the Secretary of State would follow similar internal processes to those employed in taking other quasi-judicial decisions (for example, in deciding whether to make a DCO or a Transport and Works Act Order), meaning a separation within the Department for Transport's Strategic Roads Division of those involved in discharging requirements from those involved in delivery of the Scheme through their relationships with the Applicant.

5.5 The requirements provide that the various schemes, details and plans to be approved must, where appropriate, reflect the measures included in the Environmental Statement. The requirements also provide that the approved schemes, details and plans must be implemented as approved, unless further amendments to them are approved. A general provision to this effect is provided at requirement 17.

5.6 **Requirement 1** contains a number of definitions used in the requirements. This was included in the model provisions as requirement 1.

5.7 **Requirement 2** specifies the time limit for commencing the authorised development as being five years from the date on which the Order comes into force. This was included in the model provisions as requirement 2.

²⁸ See for example paragraph 4 of Schedule 17 to The Thames Water Utilities Limited (Thames Tideway Tunnel) Order 2014.

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- 5.8 **Requirement 3** requires a construction environmental management plan (“CEMP”) to be submitted to and approved by the relevant planning authority prior to commencement of the relevant part of the authorised development. It specifies that the CEMP must be substantially in accordance with the outline CEMP submitted as part of the application. The outline CEMP is included with the application documents and specifies what the full CEMP is to include.
- 5.9 The requirement also specifies the authorised working hours for the scheme, which vary between 07:30 to 19:30 and 07:30 to 18:00 Monday to Saturday, depending on the time of year, and 08:00 to 13:00 on Sundays, with certain permitted exceptions where there are compelling reasons why works should be carried out outside of those hours.
- 5.10 On completion of the authorised development the CEMP must be converted into the handover environmental management plan ('HEMP'), which sets out the information and measures that are required for the continued operation and maintenance of the authorised development. The HEMP is then subject to approval by the Secretary of State under paragraph (4).
- 5.11 Requirement 3 is based on requirement 19 of the model provisions, which referred instead to a code of construction practice. It is also based on recent Highways England orders²⁹.
- 5.12 **Requirement 4** provides that where the Applicant is required to consult other organisations under a requirement, it must when applying for the discharge of that requirement include a report setting out the consultation it has undertaken and its response to any comments received as a result of the consultation. A copy of the report must be provided to the consultees in question when the application to discharge the requirement is submitted.
- 5.13 The Applicant is required to ensure that any consultation responses it receives under the requirements are reflected in the details that it submits for approval, but only so far as it is appropriate, reasonable and feasible for it to do so, taking into account such matters as cost and engineering practicality (paragraph (3)). If consultation responses are not incorporated then the Applicant must explain why in its report (paragraph (4)).
- 5.14 Requirement 4 was not included in the model provisions, but has been included in recent Highways England orders³⁰.
- 5.15 **Requirement 5** requires the preparation of a landscaping scheme for approval by the Secretary of State prior to commencement of the relevant part of the authorised development. The relevant planning authority and the local highway authority must both be consulted on the scheme, which must be based on the environmental masterplan

²⁹ See for example requirement 3 of the M20 order.

³⁰ See for example requirement 4 of the M20 order and requirement 30 of the M4 order.

and the results of the arboricultural walkover survey and tree survey required under sub-paragraph (2).

- 5.16 Requirement 5 is based on requirement 7 of the model provisions and recent Highways England orders³¹. It differs from the model provisions in that the Applicant is also required to carry out surveys prior to commencement, and the landscaping scheme that is prepared must be based on the environmental masterplan and the results of those surveys. The details that the scheme is required to include also differ, which is considered to be appropriate given that the scheme is for landscaping and not, for example, to show the location of below ground services.
- 5.17 **Requirement 6** provides for the implementation and maintenance of landscaping in accordance with the scheme approved under Requirement 5. Sub-paragraph (3) provides for the replacement of trees and shrubs which become diseased or damaged within a period of 5 years after planting.
- 5.18 Requirement 6 was included in the model provisions as requirement 8.
- 5.19 **Requirement 7** provides that permanent and temporary fencing must be constructed and installed in accordance with the *Manual of Contract Documents for Highway Works* unless otherwise agreed in writing with the Secretary of State. It is based on requirements 12 and 13 of the model provisions, amended to reflect that standards are already set out in the *Manual of Contract Documents*, which is an industry-wide publication. This wording has been included in recent Highways England orders³².
- 5.20 **Requirement 8** makes provision for dealing with any contaminated land or groundwater discovered during construction of the works. Prior to commencement of development the Applicant must prepare a contamination risk assessment in respect of controlled waters for approval by the Secretary of State.
- 5.21 Sub-paragraphs (3) to (5) specify additional requirements that will apply if any unexpected contamination is encountered during construction.
- 5.22 This requirement is based on recent Highways England orders³³. Although a model requirement dealing with contamination was included in the model provisions (requirement 15), it was less comprehensive and only required the undertaker to deal with contamination likely to cause “*significant harm to persons or pollution of controlled waters or the environment*”. It also made no provision for dealing with unexpected contamination encountered during construction.
- 5.23 **Requirement 9** sets out requirements for archaeological investigations. A written scheme of archaeological investigation must be prepared and approved by the

³¹ See for example requirement 5 of the M20 order.

³² See for example requirement 7 of the M20 order.

³³ See for example requirement 8 of the M20 order and requirement 12 of the M4 order.

Secretary of State before any part of the authorised development can commence. Sub-paragraphs (4) to (6) put in place a process for investigating and recording remains that are revealed during construction that were not previously identified. The WSI must be prepared in consultation with the relevant planning authority and local highway authority and agreed with the County Archaeologist.

- 5.24 This requirement is based recent Highways England orders³⁴. Although a model archeology requirement was included in the model provisions (requirement 16), it was less comprehensive and made no detailed provision for dealing with unexpected remains discovered during construction, that detail being left for the scheme.
- 5.25 **Requirement 10** provides that where any previously unidentified protected species are found during construction, construction works near their location are to cease and the undertaker must immediately report it to the Ecological Clerk of Works. The undertaker must then prepare a written protection and mitigation scheme.
- 5.26 Under sub-paragraph (3) the undertaker must implement the written scheme immediately and construction in the area specified in the written scheme must not recommence until any necessary licences are obtained to enable mitigation measures to be implemented.
- 5.27 This requirement is based on requirement 34 of the model provisions and recent Highways England orders³⁵. It differs from the model provisions in that it does not just relate to European protected species. It also does not require further survey work, on the basis that survey work will have already been carried out as part of the environmental impact assessment. Instead it sets out the procedure to be followed if protected species are found that have not already been identified and for which appropriate mitigation measures may not therefore have already been secured.
- 5.28 **Requirement 11** provides that no part of the authorised development may commence until a traffic management plan for the construction of the authorised development has been prepared and approved by the Secretary of State following consultation with the relevant highway authority. This requirement is based on recent Highways England orders³⁶. The model provisions did not include a requirement specifically requiring the submission and approval of a traffic management plan, the closest similar requirement being 22 (construction traffic), which required the submission and approval of details of the preferred route for construction traffic.
- 5.29 **Requirement 12** provides that the authorised development must be designed in detail and carried out so that it is compatible with the preliminary scheme design shown on the works plans and the general arrangement and section plans, unless otherwise

³⁴ See for example requirement 9 of the M20 order and requirement 15 of the M4 order.

³⁵ See for example requirement 10 of the M20 order and requirement 13 of the M4 order.

³⁶ See for example requirement 11 of the M20 order and requirement 18 of the M4 order.

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- agreed in writing by the Secretary of State following consultation with the relevant planning authority and local highway authority, where appropriate. This means that any variations to the Scheme design (which must be within the limits of deviation) are subject to approval.
- 5.30 The Secretary of State must be satisfied that any amendments to the preliminary design would not give rise to any materially new or worse adverse environmental effects compared to those reported in the Environmental Statement.
- 5.31 This requirement consolidates requirements 4 to 6 of the model provisions and recent Highways England orders³⁷.
- 5.32 **Requirement 13** provides that no part of the authorised development may commence until written details of a surface and foul water drainage system, reflecting the mitigation measures in the Environmental Statement and including means of pollution control, have been prepared in consultation with the relevant planning authority and the local highway authority and approved in writing by the Secretary of State.
- 5.33 This requirement was included in the model provisions as requirement 14.
- 5.34 **Requirement 14** provides that no part of the authorised development may commence until a written scheme of the proposed highway lighting for that part of the authorised development has been submitted to and approved in writing by the Secretary of State following consultation with the relevant planning authority and the local highway authority (where appropriate).
- 5.35 Under paragraph (2) the standard of the highway lighting to be provided must either reflect the standard of highway lighting referred to in the Environmental Statement or, where the standard of highway lighting proposed is materially different, include evidence that the standard of highway lighting proposed would not give rise to any materially new or worse adverse environmental effects compared to those reported in the Environmental Statement.
- 5.36 The standard of the highway lighting must include the specification, level of provision, light spillage, intensity and brightness of the highway lighting.
- 5.37 This requirement is based on requirements 21 (external lighting) and 27 (control of artificial light emissions) of the model provisions and previous Highways England orders³⁸. It goes into more detail as to the standard of highway lighting to be provided than the model provisions did.

³⁷ See for example requirement 12 of the M20 order and requirement 3 of the A14 order.

³⁸ See for example requirement 14 of the A14 order.

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- 5.38 Paragraph (4) confirms that this requirement does not restrict the lighting that may be used during the construction or maintenance of the authorised development. Lighting during the construction phase will be regulated by the CEMP.
- 5.39 **Requirement 15** confirms that details approved pursuant to the requirements include any amendments that may subsequently be approved by the Secretary of State. This was included in the model provisions as requirement 37.
- 5.40 Part 2 of Schedule 2 provides a clear procedure for the discharge of requirements by the Secretary of State. It sets out clear time limits for decisions to be made and makes provision for circumstances where the Secretary of State requires further information to be provided in relation to an application for the discharge of a requirement. This also includes an obligation on the Applicant to publish an electronic register of requirements under paragraph 18, which would track where each requirement is in the process.
- 5.41 Under paragraph 19 any steps the Applicant takes to comply with the requirements before the Order is made will be treated as effective in complying with the requirements once the Order is made, thereby avoiding the need to repeat such steps.
- 5.42 In the event of a dispute between the Applicant and the Secretary of State regarding the discharge of any of the requirements, that dispute would stand to be referred to arbitration in accordance with article 47.

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