

# **A46 Newark Bypass**

**TR010065/APP/3.2**

## **3.2 Explanatory Memorandum**

APFP Regulation 5(2)(c)

Planning Act 2008

Infrastructure Planning (Applications: Prescribed Forms and Procedure)  
Regulations 2009

Volume 3

December 2024

Infrastructure Planning

Planning Act 2008

**The Infrastructure Planning  
(Applications: Prescribed Forms  
and Procedure) Regulations  
2009**

**A46 Newark Bypass**

Development Consent Order 202[x]

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**Explanatory Memorandum**

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<b>Regulation Number:</b>	Regulation 5(2)(c)
<b>Planning Inspectorate Scheme Reference</b>	TR010065
<b>Application Document Reference</b>	TR010065/APP/3.2
<b>Author:</b>	A46 Newark Bypass Project Team, National Highways

<b>Version</b>	<b>Date</b>	<b>Status of Version</b>
Rev 1	April 2024	DCO Application
Rev 2	October 2024	Updated at Deadline 1.
Rev 3	November 2024	Updated at Deadline 2.
Rev 4	November 2024	Updated at Deadline 3.

Rev 5	December 2024	Updated at Deadline 4.
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## 1. SUMMARY

- 1.1 This memorandum explains the purpose and effect of each article of, and the Schedules of, the draft A46 Newark Bypass Development Consent Order (Order), as required by Regulation 5(2)(c) of the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009. Regulation 5(2)(c) requires explanatory memoranda to explain “*the purpose and effect of provisions in the draft Order*”. This document should be read alongside the Order and the other documents submitted in respect of the application for the Order.

## 2. PURPOSE OF THE ORDER

- 2.1 National Highways Limited is applying to the Secretary of State for a development consent order to carry out the A46 Newark Bypass scheme (the Scheme).
- 2.2 National Highways is the strategic highway company responsible for operating, maintaining and improving the Strategic Road Network (SRN) in England, appointed by the Secretary of State under section 1 of the Infrastructure Act 2015 by virtue of the Appointment of a Strategic Highways Company Order 2015.
- 2.3 The SRN is made up of the motorway and major A roads network. The A46 is part of the SRN.
- 2.4 National Highways is proposing to improve the A46 Newark Bypass by widening 6.5km of the existing single carriageway to a dual carriageway, to provide two lanes in each direction between Farndon and Winthorpe roundabouts near Newark-on-Trent. The Scheme includes:
- 2.4.1 Widening of the existing A46 to a dual carriageway for a distance of approximately 6.5 kilometres to provide two traffic lanes in both directions.
  - 2.4.2 Partial signalisation of Farndon Roundabout at the southern extents of the Scheme.
  - 2.4.3 A new grade separated junction at Cattle Market junction with the A46 elevated to pass over the roundabout. A larger roundabout beneath the A46 to provide increased capacity.
  - 2.4.4 A new off-line section to bypass the existing Brownhills roundabout and Friendly Farmer roundabout.;
  - 2.4.5 A new grade separated northbound off slip to a new roundabout providing local access, with a two-way link road on the southern arm to connect with the existing Brownhills roundabout.
  - 2.4.6 A two-way parallel link road from Friendly Farmer to Winthorpe roundabout to the southern side of the existing dual carriageway;
  - 2.4.7 A new bridge structure across the existing A1, located to the north of the existing bridge.
  - 2.4.8 An upgraded roundabout with partial signal controls at Winthorpe Roundabout;
  - 2.4.9 Improvements to Walking Cycling and Horse Riding (WCH) facilities through safer, enhanced routes.
  - 2.4.10 Three areas have been identified for floodplain compensation which are being referred to as the Kelham and Averham Floodplain Compensation Area (FCA), Farndon West FCA and Farndon East FCA. In addition, the Farndon East FCA and Farndon West FCA will also be used as borrow pits to support the creation of embankments required for the Scheme.
  - 2.4.11 Drainage features including attenuation ponds.

- 2.4.12 Environmental mitigation including landscape planting.
  - 2.4.13 Associated accommodation works and maintenance access tracks.
  - 2.4.14 Environmental mitigation including landscape planting.
  - 2.4.15 Associated accommodation works and maintenance access tracks.
- 2.5 A more detailed description of the Scheme is included in Chapter 2 (the Scheme) of the Environmental Statement (TR010065/APP/6.1).

### **Nationally Significant Infrastructure Project**

- 2.6 The Scheme is a nationally significant infrastructure project (NSIP) within sections 14(1)(h) and 22(1)(b) of the Planning Act 2008 (2008 Act) The 2008 Act makes a distinction between three different types of highway NSIPs as set out in section 22(1)(a)-(c): construction, alteration and improvement. Under section 22(1) an NSIP must fall within one of the three categories specified, which are expressly stated to be alternatives. The Scheme is the "alteration" of a highway within the meaning of section 22(1)(b).
- 2.7 The Scheme satisfies section 22(3) in that:
- 2.7.1 the highway is wholly in England;
  - 2.7.2 National Highways as strategic highways company will be the highway authority for the highway; and
  - 2.7.3 the area of development is greater than the relevant limit set out in subsection (4), which in this case is 12.5 hectares and speed limits will be in excess of 50mph.
- 2.8 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, under section 37 of the 2008 Act.
- 2.9 Schedule 1 (authorised development) to the Order contains a list of numbered works comprising the Scheme. All of the authorised development either comprises part of the NSIP or may be lawfully authorised as part of the DCO on the basis that it meets the definition of "associated development" under the 2008 Act and related Guidance.

### **Associated development**

- 2.10 The Order specifically authorises development which is associated with the NSIP works. 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 works (associated development).
- 2.11 Guidance on associated development has been issued by the Secretary of State for Communities and Local Government (now Levelling Up, Housing and Communities). 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 "*requires 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).
- 2.12 In some cases there may be some overlap between associated development and works which form part of the NSIP. Given this potential for overlap between the two categories, there is a danger

that separating this out in the Order could potentially lead to an error, incorrectly defining it one way or another. For instance, there may be some on-highway, and some off-highway, diversion of the same piece of statutory undertaker equipment.

- 2.13 Noting that there is no requirement for a development consent order to distinguish between these two categories, National Highways has therefore chosen not to differentiate the NSIP and associated development works in Schedule 1 to the Order. 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 PA 2008, and so can properly be authorised by the Order.
- 2.14 In order to ensure that the authorised development is constructed efficiently and without impediment, the Order contains the powers to carry out the other associated works listed in paragraphs (a) – (t) of Part 1 of Schedule 1. The use of such measures was explicitly approved in the A19/A1058 Coast Road (Junction Improvement) Order 2016 (A19/A1058 Order) and extensive provisions were used in both the A14 Cambridge to Huntingdon Improvement Scheme Development Consent Order 2016 (A14 Order), the Silvertown Tunnel Order 2018 and in more recently granted orders such as the A428 Black Cat to Caxton Gibbet Development Consent Order 2022 (A428 Black Cat Order).
- 2.15 National Highways has ensured that these ancillary works can only be carried out where they do not give rise to materially new or materially different environmental effects as compared with the environmental statement by including a proviso in the preamble to these ancillary works. In any event, the Order requires that the Scheme is designed in accordance with the works plans, utilities works plans and the engineering section drawings (see requirement 12 below); the rights and restrictive covenants which can be acquired are limited for the plots and purposes in Schedule 5 (land in which new rights etc. may be acquired); and temporary possession powers are limited to the purposes specified in Schedule 7 (land of which temporary possession may be taken) for plots listed therein. These controls, amongst others, therefore impose further limitation on the use of the ancillary works powers.

### **3. ANCILLARY MATTERS**

- 3.1 The Order also contains several ancillary matters, i.e. provisions not consisting of development.
- 3.2 The Order seeks to apply and modify statutory provisions in relation to the compulsory acquisition of land. It is for this reason that under sections 117 and 120(5) of the 2008 Act the Order must be made by way of Statutory Instrument. The 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 application of speed limits), the creation of new private means of access, and the application and disapplication of primary legislation (including Private Acts).

### **4. THE ORDER**

- 4.1 The purpose and effect of the provisions of the 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 Order reflects much of the suggested drafting in 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 The purpose of article 2(1) is to define terms used in the remainder of the Order. It is a standard article and was included in the model provisions as article 1.
- 4.5 The following definitions in particular have been included due to the nature of the Scheme:
- (a) "the 1984 Act";
  - (b) "carriageway";
  - (c) "cycle track": this term is used interchangeably with "cycle way" in the application documents and both are intended to have the meaning set out in the Order;
  - (d) "footpath" and "footway";
  - (e) "street";
  - (f) "street authority";
  - (g) "traffic authority"; and
  - (h) "trunk road".

4.6 Other definitions to note include:

- (a) "Commence" must be read in conjunction with the definition of 'pre-commencement works' (for further see below) together these two definitions make it clear that a number of activities 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 National Highways to undertake certain preparatory works prior to the submission of relevant details for approval under the requirements, which National Highways considers reasonable and proportionate. The works that are excluded from the definition of commence are set out under the definition of "pre-commencement works" and have minimal potential for adverse impacts. They may, in some cases, need to be carried out in order to comply with pre-commencement requirements (for example, to inform assessments and proposals to be submitted for approval).

National Highways should be permitted to carry out low impact preparatory works following the grant of the DCO, whilst it is working to discharge the pre-commencement requirements, thereby helping to minimise the construction timetable. The approach of including a separate definition for pre-commencement works that are separately controlled by a pre-commencement plan follows the approach taken in the A428 Black Cat Order. While the list of pre-commencement works is similar to the A428 Black Cat Order, there are additional elements added due to the specific requirements of the Scheme and the construction programme.

The Order also excludes archaeological mitigation works and archaeological investigations from the definition of commence. However, there is a requirement in Schedule 2 (requirements) of the Order which secures that all of the authorised development (including pre-commencement works) must comply with an Archaeological Mitigation Strategy which will be prepared as Phase 3 of the Archaeological Management Plan (**TR010065/APP/6.8**) which has been submitted in full with the application. The definition of commence also excludes the creation of temporary hard standing and construction compound set up works, to allow the preparatory works for setting up the construction compounds to be undertaken before the requirements are discharged.

Finally, in order to ensure the appropriate controls are in place the Order contains a definition of pre-commencement work and requirement 17 which ensures that when carrying out any

pre-commencement works the controls contained in the Pre-Commencement Plan **(TR010065/APP/6.9)** will apply.

- (b) "maintain" which includes in relation to any part of the authorised development to inspect, repair, adjust, alter, improve, landscape, preserve, remove, decommission, reconstruct, refurbish or replace, provided such works do not give rise to any materially new or materially different significant adverse effects in comparison with those reported in the environmental statement, and any derivative of "maintain" is to be construed accordingly;
- (c) "Order land" means the land shown on the land plans which is within the limits of land to be acquired or used permanently or temporarily and described in the book of reference;
- (d) "Order limits" means the limits of land to be acquired permanently or used temporarily as shown on the land plans, and the limits of land within which the authorised development as shown on the works plans and utilities works plans may be carried out;
- (e) "utilities works plans" and "works plans" means the two sets of plans which together show the works that form the main elements of the authorised development; Each element of the works shown on these plans, i.e. utility works or other works are separately defined within Schedule 1 (authorised development) of the Order. This approach to the works plans has been adopted because of the level of detail and complexity of the overall scheme of works for the Scheme. It was felt appropriate to divide the works plans to make the details of the individual works more comprehensible for stakeholders and interested parties.

4.7 Article 2(2) and 2(3) expand the definition of rights over land (which was included in the model provisions as article 1(2)) and clarifies the purpose of the power within the Order to impose restrictive covenants.

4.8 Article 2(4) expands the definition of rights over land to enable new rights to be created and acquired for the benefit of persons other than National Highways, or for the benefit of land adversely affected by the Order. This wording reflects wording set out in then M42 Junction 6 Order, the A57 Link Roads Development Consent Order 2022 (A57 Link Roads Order) and the A428 Black Cat Order.

4.9 Article 2(5) defines 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 works are permitted by the Order. Thus, this provision allows for a small tolerance with respect to any distances and points, although all works will take place within the limits of deviation. It is common practice to include such provision in legislation authorising linear infrastructure - see, for example, the A47 Wansford to Sutton Development Consent Order 2023 (A47 Wansford Order) at article 2(4) and the A428 Black Cat Order at article 2(4).

4.10 Article 2(6) provides that areas given in the Book of Reference **(TR010065/APP/4.3)** are approximate, since these are not covered by article 2(5). 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.

4.11 Articles 2(7)-(8) tie references to lettered/numbered points and numbered works in the Order to the relevant plans.

4.12 Article 2(10) clarifies that references to any statutory body include that body's successors from time to time. This provision is required to ensure that successors benefit from the provisions of the Order.

#### *Article 3 - Disapplication of legislative provisions*

4.13 This article provides (in reliance on section 120(5)(a) of the 2008 Act) for the disapplication in relation to the construction of the authorised development of certain requirements which would otherwise apply under general legislation. Section 120(5)(a) provides that an order granting



development consent may apply, modify or exclude a statutory provision which relates to any matter for which provision may be made in the order.

- 4.14 Paragraph (1) of article 3 disapplies provisions of the Neighbourhood Planning Act 2017 (the **NPA 2017**). This disapplication makes it clear that the temporary possession provisions in that enactment would not take effect at the expense of the temporary possession provisions contained in the Order. National Highways notes that the provisions relating to temporary possession in the NPA 2017 have not yet come into force and that regulations required to provide more detail on the operation of the regime have not yet been made. Due to the uncertainty in relation to the detail around that regime, National Highways has consulted on the long-standing process available under the 2008 Act. National Highways additionally considers that if Parliament wished to apply the NPA 2017 temporary possession regime to DCO projects, it could have done so by effecting amendments to PART VII of the 2008 Act. It has not done so, and in the absence of the clarity this would provide, National Highways proposes to proceed under the existing 2008 Act procedure. This approach has been accepted by the Secretary of State in development consent orders following the Neighbourhood Planning Act 2017 such as the A428 Black Cat Order and the A47 Wansford Order.
- 4.15 Paragraph (3) of article 3 provides for the disapplication of section 32 (variation of awards) of the Land Drainage Act 1991. The disapplication is for the need for Secretary of State consent to vary an award which affects the drainage of land.
- 4.16 This disapplication is sought because the process would duplicate consideration of matters dealt with in this application for development consent and could lead to unnecessary potential delay to the A46 Newark Bypass Scheme.
- 4.17 The Nottinghamshire County Council Permit Scheme Order 2020 disapplies the usual system of notices required in respect of street works under the New Roads and Street Works Act 1991. Article 3(4) disapplies the permit scheme from works carried out as part of the authorised development. This means that the usual notice provisions of the New Roads and Street Works Act 1991 will apply instead.
- 4.18 National Highways has produced a Consents and Agreements Position Statement (**TR010065/APP/3.3**) as part of this application. This sets out in greater detail National Highways' proposed approach to obtaining the other consents required for the Scheme.

#### *Article 4 – Maintenance of drainage works*

- 4.19 The purpose of article 4 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 this is otherwise agreed between National Highways 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.
- 4.20 This article was not included in the model provisions. However, precedent exists in article 4 of the A47 Wansford Order and article 23 of the A428 Black Cat Order. National Highways considers that it is a sensible inclusion to clarify who has responsibility for maintenance of drainage works.

## **Part 2 — Principal Powers**

#### *Article 5 - Development consent etc. granted by the Order*

- 4.21 Article 5 provides the principal power to construct and operate the authorised development within the Order limits. Schedule 1 (authorised development) describes the authorised development.
- 4.22 Development consent is subject to the provisions of the Order, including the requirements listed in Schedule 2 (requirements). This is based on article 2 of the model provisions.

- 4.23 Article 5(2) was not included in the model provisions, but has been included in previous orders such as the A47 Blofield to North Burlingham Development Consent Order 2022 (A47 Blofield Order) (article 5(2)), the A57 Link Roads Order (article 3(2)) and the A47 Wansford Order (article 5(2)). It provides that any enactment applying to land within or adjacent to the Order limits has effect subject to the provisions of the Order. It is required to ensure that other schemes or legislation of local application that affect land within the Order limits, or land adjacent to the Order limits, have to take account of the Order. It does not modify the application of general legislation. The provision is necessary in this case to ensure that any enactments of local application affecting land within the Order limits that have not been expressly disapplied by article 3 (disapplication of legislative provisions), do not impede the delivery of this nationally significant infrastructure project.

*Article 6 - Maintenance of authorised development*

- 4.24 This article sets out the scope within which National Highways may maintain the development. The definition of "maintain" is contained in article 2(1) (interpretation) and matches that which has been approved by the Secretary of State in the making of previous highway development consent orders, for example A428 Black Cat Order. It is therefore considered to be appropriate and acceptable to adopt the same definition for the Scheme. The various elements of the definition ("inspect, repair, adjust, alter, remove or reconstruct, etc.") would bear their common sense meanings and would allow National Highways to undertake all types of works reasonably associated with maintenance, as the definition in the Highways Act 1980 is limited to "repair". The definition of "maintain" also ensures that any works carried out do not give rise to any materially new or materially different environmental effects to those identified in the Environmental Statement (**TR010065/APP/6.1-6.3**).

- 4.25 This article was included in the model provisions as article 3.

- 4.26 Powers of maintenance are subject to other provisions in the Order, in particular, article 14 (construction and maintenance of new, altered or diverted streets or other structures) which makes provision in relation to maintenance by highway authorities.

*Article 7 - Application of the 1990 Act*

- 4.27 This article applies to specified works which, though temporary in nature, would be in place for a considerable period of time (e.g. temporary worksites). The article applies section 57(2) of the Town and Country Planning Act 1990 Act (1990 Act) to those works to clarify that planning permission is not required for the resumption, at the end of that period, of the purpose for which that land was normally used before the development consent was granted.

- 4.28 Article 7 was not included in the model provisions, but has been included in the M42 Junction 6 Order (article 9).

*Article 8 - Planning permission*

- 4.29 Article 8(1) permits certain development authorised by a planning permission granted under the 1990 Act that is within the Order limits to be carried out pursuant to the terms of the planning permission without breaching the Order. This provision is not a model provision, but ensures that National Highways 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. This article is based on article 7 of the A428 Black Cat Order.

- 4.30 Article 8(2) has been added to the Order to ensure that where there is an existing planning permission within the Order limits the carrying out of the Order will not constitute a breach of that planning permission.

*Article 9 - Existing powers and duties of the undertaker*

- 4.31 This article provides that nothing in the Order is to prejudice the operation of, and the power and duties of National Highways under, the 1980 Act, the 1991 Act and the Town and Country Planning

(General Permitted Development) (England) Order 2015 (2015 Order). This is not a model provision but its inclusion is essential to ensure that National Highways' functions under the 1980 Act, 1991 Act and 2015 Order are unaffected by the Order.

- 4.32 This article reflects the wording of other National Highways orders such as the M20 Junction 10a Development Consent Order 2017 (M20 Junction 10a Order) (article 37).

*Article 10 - Limits of deviation*

- 4.33 Since the authorised development involves linear works, article 10(1) provides for limits of deviation to allow for a lateral deviation from the lines and situations of the authorised development within the limits of deviation shown on the Works Plans (**TR010065/APP/2.3**) and Utilities Works Plans (**TR010065/APP/2.10**), and vertical deviation from the levels of the authorised development shown on the Engineering Plans and Sections (**TR010065/APP/2.6**):

4.33.1 in respect of Work No. 33 to a maximum of 1 metre upwards or 2.5 metres downwards;

4.33.2 in respect of Work Nos. 34, 36, 51 and 52 to a maximum of 1 metre upwards or 2 metres downwards;

4.33.3 for all other works to a maximum of 1 metre upwards or downwards.

- 4.34 The wording was not included in the model provisions, but has become common wording in development consent orders, for example in the M20 Junction 10a Order (article 8) and the M42 Junction 6 Order (article 6). 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 the works are permitted by the Order.

- 4.35 The limits of deviation are designed to ensure that the development consent, if granted, includes a proportionate amount of flexibility, allowing a degree of 'deviation' from certain aspects of the consented Scheme as shown in certain plans and drawings – in this case the Works Plans (Application Document 2.3) and Utilities Works Plans (Application Document 2.10). These are the documents which set the constraints by reference to which the lateral limits of deviation are subsequently defined.

- 4.36 Limits of deviation are necessary because development consent is being applied for whilst the Scheme is still at the preliminary design stage. In accordance with standard industry practice, the detailed design process will not be complete until after the DCO application has been submitted. It is therefore imperative that the consent has sufficient flexibility built in to ensure that the Project can be implemented and delivered in due course without the risk of a breach of the terms of the DCO.

- 4.37 It is also important to ensure that the consent is drafted in terms which can accommodate, in light of the design stage of the Scheme, unforeseeable physical site circumstances, such as, for example, geological and ground conditions complications, which can give rise to unexpected issues on major civil engineering projects at the project implementation stage.

- 4.38 The general approach of having a textual limit of deviation in a DCO with reference to lines on the works plans and heights shown in design drawings is very well precedented in applications accepted by the Planning Inspectorate across other highways and energy projects (see, for example, article 5(2)(a) of the Silvertown Tunnel Order and article 5 of the National Grid (Hinkley Point C Connection Project) Order 2016).

- 4.39 The limits of deviation shown on the application plans and as set out in Article 10 have been taken into account in the preparation of the Environmental Statement (**TR010065/APP/6.1-6.3**) and the potential impacts of a deviation within the permitted limits have been assessed. The effect of article 10(2) is that National Highways is permitted to exceed the limits specified in article 10(1) if it can demonstrate to the Secretary of State's satisfaction, after consultation with the relevant planning

authority and the local highway authority, that no materially new or worse adverse environmental effects from those reported in the Environmental Statement would arise.

*Article 11 - Benefit of Order*

- 4.40 Article 11 overrides section 156(1) of the 2008 Act (as permitted by section 156(2)) to give the benefit of the Order to National Highways 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.
- 4.41 The purpose of paragraph (2) is to clarify the exceptions where the Order will self-evidently benefit others, e.g. rights for statutory undertakers to undertake works to their own apparatus, and mitigation works outlined in the Schedule 1 (authorised development) description of the works. Without this provision, there would be a contradiction since strictly speaking only National Highways could benefit from these works.

*Article 12 - Consent to transfer benefit of Order*

- 4.42 This article allows the benefit of the Order to be transferred or granted to others by National Highways. Such provisions are widely accepted practice in development consent orders and the principle of this provision is broadly modelled on that contained in other Orders such as the A30 Chiverton to Carland Cross Development Consent Order 2020 (A30 Chiverton Order); the A63 (Castle Street Improvement, Hull) Development Consent Order 2020; the A585 Windy Harbour to Skippool Highway Development Consent Order 2020 (A585 Windy Harbour Order); the M42 Junction 6 Order; and the A19/A184 Order. Furthermore, it is unnecessary for each utility diversion and each private means of access to be identified individually within this article in so far as it relates to the transfer of the compulsory acquisition powers – all the rights which are proposed to be acquired by and for the benefit of such third parties are identified in Schedule 5 (land in which new rights etc. may be acquired) to the Order.
- 4.43 Paragraphs (2) and (3) together ensure that the person benefitting from any such transfer or grant would be subject to the same obligations as National Highways would be. An exception is made in relation to liability for the payment of compensation due in connection with the compulsory acquisition of land (including the compulsory acquisition of rights over land). Where new rights are to be acquired by and for the benefit of third parties, the liability for the payment of compensation to the owners of the land which will be burdened by those new rights, once acquired, will remain with National Highways. The transfer of the benefit of the Order would require the consent of the Secretary of State except in the circumstances specified in paragraph (4), which are necessary to ensure that statutory undertakers whose apparatus is to be relocated, and persons whose private means of access are to be stopped up and re-provided, may enjoy the benefit of the rights sought for their benefit under the Order and paragraph (5) which are necessary to allow the statutory undertakers to undertake the specific works listed in that paragraph.
- 4.44 The process for the acquisition of such rights would therefore be as follows:
- a. Paragraph (4) of article 12 would obviate the need for National Highways to seek the Secretary of State's consent to the transfer of the benefit of the Order, where such benefit was required to be transferred to statutory undertakers or to landowners to enable them to acquire (and enjoy the benefit of) rights over land, where it was necessary for them to do so in consequence of the diversion, relocation or replacement of their apparatus or their private means of access to land or premises, as the case may be (and as referenced in Schedules 5 and 4 (permanent stopping up of highways and private means of access and provision of new highways and private means of access) to the Order respectively).

- b. In place of the Secretary of State's consent to the transfer of the benefit of the Order, National Highways would have authority to, and would need, by paragraph (2) of article 29 (compulsory acquisition of rights and imposition of restrictive covenants), to give its prior consent in writing to the transfer of the benefit of the Order in each case.

From this point onwards, the process would be the same irrespective of whether there is a transfer of the benefit of the Order under article 11 (benefit of Order) or 29 (compulsory acquisition of rights and imposition of restrictive covenants).

- c. National Highways would enter into an agreement with the person(s) to whom the benefit of the provisions of the Order were to be transferred under article 11 or 29; and, in consequence of the transfer of the benefit of the Order, the acquiring authority in respect of the relevant right over land would be the statutory undertaker whose apparatus was being relocated, or the land owner whose private means of access was being stopped up and re-provided.
- d. Notwithstanding the above, National Highways would retain liability for the payment of compensation to the owner (and, if separate, the occupier) of the land burdened with the right so acquired.

### **Part 3 — Streets**

#### *Article 13 - Application of 1991 Act*

- 4.45 Article 13 provides for the application of the New Roads and Street Works Act 1991 (1991 Act). Although not included in the model provisions, there is precedent for these provisions in respect of the development consent orders granted for other major highways schemes, for example the M25 Junction 28 Development Consent Order 2022 (M25 Junction 28 Order) (article 10(2)); the A47 Blofield Order (article 11(2)); and the A47 Wansford Order (article 11).
- 4.46 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.
- 4.47 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.
- 4.48 Paragraphs (4) to (6) apply certain provisions of the 1991 Act (listed in paragraph (5)) to streets which are to be temporarily restricted for use, 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 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.
- 4.49 Paragraphs (7) and 7(a) provide that nothing in article 14 (construction and maintenance of new, altered or diverted streets and other structures) of the Order (which provides that any highway other than a trunk road that is constructed, altered or diverted under the Order must be maintained by the local highway authority) 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. National Highways will not be under the duties that apply to a street authority under the 1991 Act by virtue of being responsible for the maintenance of a street under article 14.
- 4.50 Paragraph (7)(b) clarifies that the provisions relating to responsibility for maintenance of streets in article 14 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 14 - Construction and maintenance of new, altered or diverted streets and other structures*

4.51 The purposes and effect of article 14 are as follows:

- (a) Under the Highways Act 1980 and the Appointment of a Strategic Highways Company Order 2015, National Highways 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 National Highways to make agreements with the local highway authority concerned.
- (b) Paragraph (1) should be read together with paragraph (2) which clarifies the extent of the maintenance responsibility in relation to the culvert constructed under Work No. 50B remaining in National Highway's control.
- (c) The effect of paragraphs (5) and (6) is that in any action for damages against National Highways alleging failure to maintain a street, National Highways 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 National Highways not only in respect of trunk roads for which it is the highway authority but also other roads and is consistent with the approach taken in previous development consent orders.

4.52 Article 14 was not included in the model provisions, but similar provision has been included in all National Highways orders made to date, including recently the A47 Wansford Order; the M25 Junction 28 Order, M20 Junction 10a Order and the A47 Blofield Order.

*Article 15 - Classification of roads etc.*

- 4.53 The designation of highways is an ancillary matter which may be included in a development consent order. These and other related matters are addressed by this article. This matter is integral to the implementation of the Scheme and it is therefore appropriate to include it in the Order as ancillary matters.
- 4.54 Paragraph (1) provides for the roads described in Part 1 of Schedule 3 (classifications of roads etc.) to become trunk roads from the date that they are complete and open to traffic.
- 4.55 Paragraph (2) provides for the roads described in Parts 2 and 3 of Schedule 3 to become classified roads from the date that they are complete and open to traffic.
- 4.56 Paragraph (3) 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.
- 4.57 Paragraph (4) provides that the orders specified in Part 9 of Schedule 3 are to be varied or revoked as specified in that Part on such day as National Highways may determine.
- 4.58 Paragraph (5) confirms that the cycle tracks in Part 10 of Schedule 3 will be provided unless otherwise agreed with the relevant planning authority.
- 4.59 The purpose of paragraph (10) is to confirm that the matters covered paragraphs (1) to (8) could be varied or revoked in the future without the need to apply under the 2008 Act for an amendment to the Order.
- 4.60 This article was not included in the model provisions, but has frequently been included in National Highways orders made to date.

*Article 16 – Power to alter layout etc. of streets*

- 4.61 This article allows National Highways to alter the layout of existing streets within the Order limits for the purpose of constructing and maintaining the authorised development. This is subject to the consent of the street authority who must be given the specified period of notice in advance of exercising the powers. This consent is deemed given if the street authority does not respond to National Highways consent request within 28 days.
- 4.62 Paragraph (2) requires National Highways to restore any street that has been temporarily altered to the reasonable satisfaction of the street authority.
- 4.63 Paragraph (6) provides that paragraphs (2), (3) and (4) do not apply where National Highways is the street authority for the street in which the works are being carried out.
- 4.64 It is considered appropriate to provide a power for National Highways as a Strategic Highways Company to enter and carry out works to side roads that would otherwise be within the purview of the local highway authorities. It is unnecessary to list the affected roads, since their location and extent is self-evident from the works, land and streets, rights of way and access plans.
- 4.65 This article is necessary under section 120(5)(c) of the 2008 Act to give full effect to articles 5 (development consent etc. granted by the Order) and 6 (maintenance of authorised development).
- 4.66 This article is not included in the model provisions but is based on article 14 of the A47 Wansford Order amongst others.

*Article 17 - Street Works*

- 4.67 This article allows National Highways to break up or open, tunnel or bore under, remove or use earth and materials in or under and place and maintain apparatus in or under the streets, demolish, remove, replace and relocate any street furniture, execute any works to improve sight lines, execute and maintain landscaping works, carry out re-lining and placement of road marking and remove and install temporary and permanent road signage in 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) (streets, street works and undertakers) and 51(1) (prohibition of unauthorised street works) of the 1991 Act.

The article is based on article 8 of the model provisions, article 15 of the A428 Black Cat Order.

*Article 18 - Temporary alteration, diversion, prohibition and restriction of the use of streets*

- 4.68 This article allows for the temporary 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)).
- 4.69 Paragraph (2) confers a power on National Highways where a street has been temporarily restricted for use under this article to use it as a temporary working site.
- 4.70 Under paragraph (4) the consent of the street authority is required where National Highways is not the street authority. The street authority may attach reasonable conditions to any consent, but must not unreasonably withhold or delay consent. Under paragraph (6), this consent is deemed given if the street authority does not respond to National Highways' consent request within 28 days.
- 4.71 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.
- 4.72 Paragraph (6) states that a street authority which fails to notify National Highways 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 National Highways 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.

- 4.73 This article has been included in previous development consent orders for highway schemes, for example on the A47 Wansford Order (article 16).

*Article 19 - Permanent stopping up and restriction of use of streets and private means of access*

- 4.74 This article allows the streets and private means of access identified in Schedule 4 (permanent stopping up of highways and private means of access and provision of new highways and private means of access) to be stopped up (i.e. the legal right of way along them to be extinguished). Since the definition of a 'street' in section 48 of the New Roads and Street Works Act 1991 includes highway footways and footpaths such ways can be stopped up under this article as well as vehicular accesses.
- 4.75 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.
- 4.76 For the streets and private means of access to be stopped up as specified in Parts 1 and 6 of Schedule 4, no substitute street or private means of access is to be provided. Such a street or private means of access may not be stopped up unless the conditions referred to in paragraph (4) of article are met.
- 4.77 Paragraph (7) relates to private means of access to be altered as specified in Part 5 of Schedule 4. The change to the private means of access is shown on the Rights of Way and Access Plans.
- 4.78 Paragraph (8) 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.
- 4.79 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 (power to alter layout etc. of streets) as well and there is no need for a separate provision.
- 4.80 The principal parts of this article were included in the model provisions as article 9. Paragraphs (5) and (6) have been added for additional clarification for the public and are based on article 10 of the model provisions.

*Article 20 - Access to works*

- 4.81 This article allows works accesses to be created within the Order limits. This article departs from the model provisions (article 12) to provide National Highways with a general power to provide means of access, the intention being to provide similar powers to those available under the Highways Act 1980. The wording can be found in article 18 of the A47 Wansford Order and article 16 of the A57 Link Roads Order.

*Article 21 - Clearways, prohibitions and restrictions*

- 4.82 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.
- 4.83 Paragraph (1) prohibits stopping on any part of a road specified as a clearway or a lay-by to which no stopping restrictions otherwise apply in Part 6 of Schedule 3 (classifications of roads etc.) except upon the direction of or with a permission of a uniformed constable or traffic officer.



- 4.84 Paragraph (2) prohibits waiting on any part of the length of road described in Part 7 of Schedule 3 except upon the direction of or with a permission of a uniformed constable or traffic officer.
- 4.85 Paragraph (3) prohibits entry by vehicles from and to roads which are specified in Part 8 of Schedule 3 except upon the direction of or with a permission of a uniformed constable or traffic officer.
- 4.86 Paragraph (4) sets out a list of circumstances in which it would be lawful for a vehicle to stop which would not contravene paragraph (1). Paragraphs (4) and (5) set out the circumstances in which it would be lawful for a vehicle to wait, which would not contravene paragraph (2).
- 4.87 Paragraph (7) imposes a prohibition on waiting on any part of the highway to be constructed for the purposes of selling or dispensing goods from a vehicle. This provision is intended to prevent unauthorised trading on the highway, particularly in the laybys which are not designed to accommodate such a use.
- 4.88 Paragraphs (10) to (14) recognises that the enforcement of waiting restrictions will be by civil enforcement officers.
- 4.89 Paragraph (14) confirms that the provisions of this article have effect as if made under the Road Traffic Regulation Act 1984, and can be varied or revoked in the future without the need to apply under the 2008 Act for an amendment to the Order.
- 4.90 The purpose of this article is to ensure that the lengths of road in question are subject to restrictions on stopping and waiting and other restrictions which will allow the safe and efficient operation of the authorised development.

*Article 22 – Traffic Regulation*

- 4.91 This article would, at any time up to 12 months from the opening of the authorised development for public use, allow National Highways, 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 under the Road Traffic Regulation Act 1984;
  - (b) permit, prohibit or restrict the stopping, waiting, loading or unloading of vehicles on any road;
  - (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.
- 4.92 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.
- 4.93 Implementation of any of the measures is subject to the prior approval 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.
- 4.94 Any restrictions etc. may be suspended, varied or revoked by National Highways within a period of 24 months from the opening of the authorised development (paragraph (7)).
- 4.95 This article was not included in the model provisions but has been included in all previous National Highways orders (for example article 20 of the A47 Wansford Order and article 51 of the A428 Black Cat Order). It is anticipated that this article will be used inter alia to allow National Highways to amend the speed limits on sections of the public highways adjacent to and connecting to the Order land for which the County Council is the Highway Authority and traffic authority. These

amendments are required to align the existing speed limits with those to be imposed on the altered stretches of highway within the Scheme to which they connect.

#### **Part 4 — Supplemental powers**

##### *Article 23 - Discharge of water*

- 4.96 This article sets out the circumstances in which National Highways is entitled to discharge water into a sewer, watercourse or drain, and its purpose is to establish statutory authority for doing so.
- 4.97 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.
- 4.98 Paragraph (5) requires National Highways 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.
- 4.99 Paragraph (6) states that a person who fails to notify National Highways 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 National Highways 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/approval. This provision has been included in previous National Highways orders, for example the A47 Wansford Order (article 21).
- 4.100 Paragraph (8) clarifies that nothing in the article overrides the need for an environmental permit under Regulation 12 of the Environmental Permitting (England and Wales) Regulations 2016.
- 4.101 Paragraph (10) of this Article amends section 66 of the Land Drainage Act 1991 so that provisions requiring consent not to be unreasonably withheld and deemed consent for applications under Section 66 Byelaws apply. This mirrors the principle set out in Paragraph (3) of Section 23 to the Land Drainage Act 1991 but with timescales consistent to the deeming provisions throughout the DCO. This provision was included in the draft National Grid (Yorkshire Green Energy Enablement Project).

##### *Article 24 - Protective work to buildings*

- 4.102 The purpose of this article is to allow National Highways to undertake protective works to buildings affected by the authorised development. Is adapted from article 15 of the model provisions and has precedent, for example article 21 of the A428 Black Cat Order.
- 4.103 Paragraph (10) applies section 13 of the Compulsory Purchase Act 1965, thereby providing an enforcement mechanism (by way of a warrant) where entry onto, or possession of, land under the article is refused.

##### *Article 25 - Authority to survey and investigate the land*

- 4.104 This article gives National Highways the power to enter certain land for the purpose of surveying and investigating. It provides that National Highways must give 14 days' notice before exercising the powers of entry. Compensation is payable for any loss or damage caused.
- 4.105 Paragraphs (1) to (5) were included in the model provisions as article 16 and in the majority of made DCOs to date. However, the drafting in paragraph (1) departs from the model provisions by authorising surveys, where reasonably necessary, on land outside but adjacent to the Order limits. This extension beyond the Order limits has precedent in the Silvertown Tunnel Order, the M42 Junction 6 Order and the A303 (Amesbury to Berwick Down) Development Consent Order 2023. Powers to make excavations and boreholes, to investigate groundwater and discharge

water onto land are also included, to ensure that National Highways is able to undertake all necessary activities in connection with surveying the land.

- 4.106 The ability to survey land adjacent to the Order limits where reasonably necessary is required so that National Highways can be confident that the surveys can be conducted to assess the effects of the Scheme, or on the Scheme, from outside its limits. It imposes a lesser burden than seeking compulsory acquisition of such land.
- 4.107 Paragraphs (6) and (8) has precedent in the M42 Junction 6 Order.
- 4.108 Paragraph (7) applies section 13 of the Compulsory Purchase Act 1965, thereby providing an enforcement mechanism (by way of a warrant) where entry onto, or possession of, land under the article is refused and was also contained in the M42 Junction 6 Order.
- 4.109 Paragraph (8) provides for deemed consent if a highway or street authority does not provide a decision on whether it consents to trial holes being made under paragraph (4).

## **Part 5 — Powers of Acquisition**

### *Article 26 - Compulsory acquisition of land*

- 4.110 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 29 (compulsory acquisition of rights and imposition of restrictive covenants) and article 40 (temporary use of land for carrying out the authorised development) and article 52 (crown rights), which are explained below.
- 4.111 This article is based on article 18 of the model provisions.

### *Article 27- Compulsory acquisition of land - incorporation of the mineral code*

- 4.112 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 and minerals. This means that where National Highways acquires land under the powers of the Order, it will not acquire any mineral deposits present in the land (other than those necessarily extracted or used in constructing the authorised development) unless they are expressly included in the conveyance.
- 4.113 This article was included in the model provisions as article 19. Its inclusion is justified as there may be mineral workings in close proximity to the Order land.

### *Article 28 - Time limit for exercise of authority to acquire land compulsorily*

- 4.114 This article gives National Highways 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.
- 4.115 The article also sets a 5 year time limit on the power of National Highways to take temporary possession of land under article 40 (temporary use of land for carrying out the authorised development), although it does not prevent National Highways from remaining in possession of land after that time if it took possession within the 5 year limit (this has consistently been approved by the Secretary of State in made Orders).

- 4.116 This article was included in the model provisions as article 20.

### *Article 29- Compulsory acquisition of rights and imposition of restrictive covenants*

- 4.117 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 for the benefit of National Highways and for the benefit of third parties, such as statutory undertakers whose apparatus is required to be diverted or relocated, and the owner and occupiers of land whose private means of access are required to be stopped up and re-provided in consequence of the Scheme. It requires the written consent of National Highways for these powers to be relied upon by a third party. This article also includes the power to impose restrictive covenants. This includes the power to impose restrictive covenants.
- 4.118 It provides for such rights as may be required to be acquired by National Highways over land which it is authorised to acquire under article 26 (temporary use of land for carrying out the authorised development). The public benefit of this is that it would allow National Highways, if possible, to reduce the area of outright acquisition and rely on rights instead.
- 4.119 Paragraph (2) provides that for the land described in Schedule 5 (land in which new rights etc. may be acquired), National Highways' 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.
- 4.120 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. It is required specifically to protect the diverted apparatus of statutory utilities.
- 4.121 Paragraphs (3), (4) and (5) provide for the exercise of the power by statutory undertakers and by the owners and occupiers of land (for the reasons noted above), with National Highways' prior written consent, to ensure that those persons are able to benefit from the rights acquired for their benefit. Related drafting in article 12 (consent to transfer benefit of Order) provides that the transfer to such persons of the power to acquire rights may be authorised in writing by the undertaker, without the need for the consent of the Secretary of State. This is necessary to facilitate the delivery of the Scheme and the supporting land acquisition strategy. The Scheme involves numerous utility diversions and also requires a significant number of private means of access to be stopped up and re-provided, with the replacement private means of access in some cases crossing land which is owned by third parties and which, in the interests of minimising the impacts of the Scheme on affected land owners, National Highways has not sought powers to acquire outright. In this scenario, the new rights (all of which are identified in Schedule 5 to the Order) need to be acquired by the relevant statutory undertakers or land owners, to enable them to enjoy the benefit of those rights. Where rights are acquired under the Order for the benefit of such parties, liability for the payment of compensation to the owners of the land which will be burdened by the new rights will remain with National Highways.
- 4.122 Paragraph (4) provides that, for the land described in Schedule 5, National Highways' 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 of the authorised development as specified in Schedule 5.
- 4.123 Paragraph (6) provides that where National Highways only needs to acquire rights over land, it is not obliged to acquire any greater interest in that land.
- 4.124 Paragraph (7) applies Schedule 6 (modification of compensation and compulsory purchase enactments for creation of new rights and imposition of restrictive covenants), 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).

- 4.125 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 of rights, and not to affect the amount of compensation to which landowners would be entitled.
- 4.126 Article 29 is based on article 21 of the model provisions and broadly follows the M20 Junction 10a Order (article 24) and the M4 Motorway (Junctions 3 to 12) (Smart Motorway) Development Consent Order 2016 (article 22).

*Article 30 - Private rights over land*

- 4.127 This article provides for the extinguishment of private rights over land that is subject to compulsory acquisition under the Order. In so far as National Highways 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.
- 4.128 Paragraph (3) provides that rights over Order land that is already owned by National Highways are extinguished on commencement of any activity authorised by the Order which interferes with or breaches those rights.
- 4.129 Paragraph (4) provides that all private rights over land which National Highways takes temporary possession of under the Order will be suspended and unenforceable for as long as National Highways remains in lawful possession of the land.
- 4.130 Paragraphs (5) to (8) make provision for compensation and for circumstances where rights are preserved. Paragraph (5) provides that any right holders who suffer loss caused by the extinguishment or suspension of rights will be entitled to compensation.
- 4.131 Paragraph (9) sets out a list of matters deemed to be private rights.
- 4.132 Paragraph (10) provides that the owners and occupiers of the land to be accessed over new private means of access which require taking access along the tracks to be formed on the Order land are granted private rights to use these tracks. This provides certainty to the owners and occupiers of the affected landholdings as to how their access will be secured. The wording for this paragraph has precedent in the A47 Blofield Order (Article 28(10)).

*Article 31 - Power to override easements and other rights*

- 4.133 This article provides a power to override easements and other rights and reflects the terms of section 120(3) and (4), and paragraphs 2 and 3 of Part 1 of Schedule 5 to the PA 2008. This article has precedent in, for example, article 32 of the Thames Tideway Order. It provides statutory authority for carrying out any authorised activity that interferes with any of the interests listed in paragraph (2) including restrictions on user of land arising by the virtue of a contract. Paragraph (3) provides for compensation to be payable where the interests listed in paragraph (2) are overridden.
- 4.134 Notwithstanding the coming into force of section 203 of the Housing and Planning Act 2016, the power to override easements and other rights is required in respect of the exercise of article 24 (protective work to buildings), and articles 25 (authority to survey and investigate land) and 45 (felling or lopping of trees and removal of hedgerows) in circumstances where National Highways has not acquired the land. It may also apply where National Highways already holds an interest in the Order land but an existing easement or other right would be incompatible with the Scheme and must be overridden. The payment of compensation is provided for in paragraph (3).

*Article 32 - Disregard of certain interests and improvements*

- 4.135 This article provides for the Lands Tribunal to disregard certain interests in and enhancements to the value of land for the purposes of assessing compensation with respect to its compulsory acquisition where the creation of the interest or the making of the enhancement was designed with a view to obtaining compensation or increased compensation.

- 4.136 It complies with section 126 of the PA 2008 as it does not have the effect of modifying or excluding the application of an existing provision relating to compulsory purchase compensation. The article has precedent in the A47 Wansford Order and the A428 Black Cat Order.
- 4.137 The wording of this article mirrors section 4 (assessment of compensation) of the Acquisition of Land Act 1981 (in this paragraph "the 1981 Act"). It is necessary to specifically apply the effect of section 4 of the 1981 Act in the Order. This is because the 1981 Act only applies to a compulsory purchase to which any other statutory instrument has applied its provisions and the PA 2008 (nor standard Order provisions) does not apply these. Sections 120(3) and 120(5)(a) and Schedule 5 (by virtue of section 120(3)) of the Act allow the application in a DCO of statutory provisions which relate to the payment of compensation.

*Article 33 - Set-off for enhancement in value of retained land*

- 4.138 This article provides that in assessing the compensation payable to any person in respect of the acquisition of any land, the Lands Tribunal shall set off against the value of the land any increase in value of any contiguous or adjacent land belonging to that person arising out of construction of the authorised development.
- 4.139 This article complies with section 126(2) of the PA 2008 as it does not have the effect of modifying the application of an existing provision relating to compulsory purchase compensation. The article has precedent in the A47 Wansford Order and the A428 Black Cat Order.
- 4.140 The principle in this article is established in section 7 of the Land Compensation Act 1961 (effect of certain actual or prospective development of adjacent land in same ownership), which needs to be applied. Sections 120(3) and 120(5)(a) of and Schedule 5 (by virtue of section 120(3)) to the PA 2008 allow the application in a DCO of statutory provisions which relate to the payment of compensation.

*Article 34 – No double recovery*

- 4.141 This article provides that compensation is not payable both under this Order and other compensation regimes for the same loss or damage. In addition, the article provides that there is not to be double recovery under two or more different provisions of this Order.
- 4.142 The principle of equivalence, namely that a claimant in a compulsory purchase matter shall be compensated for no more than and no less than his loss, is long established and no part of the compensation code conflicts with this principle.
- 4.143 This article has precedent in the A47/A11 Thickthorn Junction Development Consent Order 2022.

*Article 35 - Modification of Part 1 of the 1965 Act*

- 4.144 The purpose of this article is to ensure consistency between the terms of the Order and the Compulsory Purchase Act 1965 (as amended by the Housing and Planning Act 2016) as applied by section 125 of the Act. It has precedent in the A47 Wansford Order (article 30) and the A57 Link Roads Order (article 27).

*Article 36 - Application of the 1981 Act*

- 4.145 This article applies (with minor modifications to make the provisions appropriate to the context of acquisition under powers in a development consent order) the provisions of the Compulsory Purchase (Vesting Declarations) Act 1981 to compulsory acquisition under the Order so that National Highways has the option to acquire land via the vesting declarations procedure.
- 4.146 Vesting declarations are one of two ways of acquiring land that is subject to compulsory purchase. The other method involves serving a notice to treat on the landowner to commence the process of establishing the acquisition price, after which title in the land is transferred. The date on which title will transfer is uncertain under the notice to treat method.

- 4.147 A vesting declaration, in contrast, sets the date on which title in the land is transferred to the acquiring authority. Compensation is negotiated or determined and paid later. Vesting declarations, therefore, allow title in the land to pass to the acquirer more quickly than using the notice to treat method, and also allow several parcels to be acquired at once. Their use is subject to serving notices and observing time limits as required by the 1981 Act (as amended by the Housing and Planning Act 2016).
- 4.148 The modifications ensure consistency with the standard five year period sought under the Order for acquisition rights. It further ensures that the appropriate references are made to the Act. The article is based on article 23 of the model provisions, and previous National Highways orders such as the M25 Junction 28 Order (article 31).

*Article 37 – Modification of the 2017 Regulations*

- 4.149 This article modifies the Compulsory Purchase of Land (Vesting Declaration) (England) Regulations 2017 to ensure that the interests and rights in land which are intended to benefit a third party, such as a statutory undertaker whose apparatus may be re-located in order to construct the authorised development, will vest in that third party instead of National Highways, who would otherwise be the acquiring authority in respect of those interests and rights.
- 4.150 The amendments to these regulations, as well as the changes described in paragraph 5.144 above, are in line with emerging National Highways practice, and the provisions confirm the position that notwithstanding references in the 1981 Act and 2017 Regulations to vesting land “in themselves” (i.e., in the Acquiring Authority), land and rights can be acquired by National Highways in favour of any third party identified directly. This is a drafting change which confirms the ability for National Highways to acquire such rights and land (where such powers of acquisition are not transferred to another person to acquire rights/land directly), and is not a substantive change to the rights or land sought for permanent acquisition.
- 4.151 This article, as well as the changes to the 1981 Act, are justified for the Scheme because National Highways is proposing to vest land and rights in third parties, for example rights in relation to utilities assets to statutory undertakers, or replacement land which will vest back into the existing owners of special category land. In the absence of these provisions, the transfer of the land to those third parties would be delayed requiring first the acquisition of the land and rights by National Highways, registration at the Land Registry and then the subsequent transfer to the relevant third party and further registration at the Land Registry. Such a delay could give rise to unintended and undesirable consequences, for example, preventing statutory undertakers accessing their assets, and enabling local authorities to operate and maintain special category land. It also imposes an administrative burden and entails further costs which are to the detriment of value for public money. National Highways would stress that the Secretary of State has previously endorsed the principles of vesting land directly in third parties (see, for example, article 30(2) of the Cornwall Council (A30 Temple to Higher Carblake Improvement) Order 2015 and article 30(2) of the Lancashire County Council (Torrisholme to the M6 Link (A683 Completion of Heysham to M6 Link Road)) Order 2013). National Highways would also stress that it has shared these provisions with statutory undertakers and local authorities (and referenced them in its public consultation) with no objection.

*Article 38- Acquisition of subsoil or air-space only*

- 4.152 This article allows National Highways to acquire or create rights in, land below the surface or above the surface, rather than having to acquire all of the land.
- 4.153 The purpose of this article is to give National Highways the flexibility to minimise so far as is possible the extent of interests to be acquired, with consequently less impact on affected landowners and lower payments of compensation, both of which are in the public interest. Any subsoil or airspace acquired under this provision can only be used for the same purposes for which National Highways could have acquired all of the land. This provision allows acquisition of the minimum interest needed to deliver the Scheme.

- 4.154 This article is based on article 24 of the model provisions, which related to subsoil only, and previous National Highways orders such as the A47 Wansford to Sutton Development Consent Order 2023 (article 32) and the A57 Link Roads Order (article 29).

*Article 39 - Rights under or over streets*

- 4.155 The purpose of this article is to allow National Highways 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 full 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.
- 4.156 The article was included in the model provisions as article 27.

*Article 40 - Temporary use of land for carrying out the authorised development*

- 4.157 The purpose of this article is to allow the land set out in Schedule 7 (land of which temporary possession may be taken) to be occupied temporarily while the works are carried out. The land included in Schedule 7 is required during construction of the Scheme but the freehold of which is not required permanently. The authorisation of temporary possession means that National Highways does not have to permanently acquire freehold of land which is required to construct the Scheme but which is not needed permanently; or over which, post construction, only new rights over land are required. The power therefore assists in reducing the interference with landowners' rights.
- 4.158 This article allows for the temporary occupation of any of the Land intended for permanent acquisition that has not yet been acquired. The combination of article 40(1)(b) and article 40(9) will permit subsequent vesting or service of notice to treat and notice of entry over land scheduled for freehold acquisition in the book of reference, after temporary possession has been sought for those plots.
- 4.159 The article is based on article 28 of the model provisions, with a number of changes:
- (a) Paragraph (1) has been modified to reflect the provisions of recent made Orders including the M25 Junction 28 Order and the M25 Junction 10 Improvement Development Consent Order 2022.
  - (b) 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 National Highways to occupy land without having to acquire it immediately. There is a consequential amendment to paragraphs (3) and (9) to cater for the two types of land.
  - (c) 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 (such as landscaping or ecological mitigation works).
  - (d) 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).
  - (e) 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). In addition paragraph (4)(g) has been added to allow for any temporary works to remain where this has been agreed with the landowner, to avoid the need for freehold acquisition for those works to be carried out.



- (f) 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.
- (g) Paragraph (4)(d) is also added in respect of protective works for statutory undertaker apparatus.

*Article 41 - Temporary use of land for maintaining the authorised development*

- 4.160 This article provides that National Highways 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 traffic.
- 4.161 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 National Highways gives up possession under this article and the land must be restored to the reasonable satisfaction of the owners.
- 4.162 This power does not apply in relation to houses, gardens or any other buildings for the time being occupied (paragraph (2)).
- 4.163 Paragraph (3) requires at least 28 days' notice of intended entry to be served on the owners and occupiers of the land in question.
- 4.164 Paragraph (4) provides for a procedure in an emergency. This paragraph is included in the M25 Junction 28 Order.
- 4.165 Paragraphs (8) to (10) provide for compensation to be paid to owners and occupiers of land of which temporary possession is taken under this article.
- 4.166 This article is substantially based on the wording used in the A428 Black Cat Order (article 38). It is also based on article 29 of the model provisions and article 35 of the M25 Junction 28 Order.
- 4.167 This article is required to enable National Highways to carry out maintenance during the maintenance period and is considered appropriate as it would impose a lesser burden than permanently acquiring rights to achieve the same purpose.

*Article 42 - Statutory undertakers*

- 4.168 This article allows National Highways 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.
- 4.169 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.
- 4.170 This article is based on article 31 of the model provisions and previous National Highways orders such as the A47 Wansford Order (article 36) and the A57 Link Roads Order (article 33).

*Article 43 - Apparatus and rights of statutory undertakers in stopped up streets*

- 4.171 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.

- 4.172 Under paragraph (2), National Highways may require a statutory undertaker to remove and relocate the apparatus (or apparatus provided in substitution) elsewhere. Paragraph (3) requires National Highways to compensate the statutory undertaker for the reasonable costs it incurs in doing so.
- 4.173 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.
- 4.174 Paragraph (6) discounts from the amount payable to the statutory undertaker in compensation 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.
- 4.175 Paragraph (7) provides that for those parts of the project that involve major highways 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 under that Act will apply instead.
- 4.176 This article was included in the model provisions as article 32.
- Article 44 - Recovery of costs of new connections*
- 4.177 This article provides that if any statutory undertaker's apparatus is removed and this interrupts the 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 National Highways.
- 4.178 This article was included in the model provisions as article 33.

## **Part 6 - Operations**

### *Article 45 - Felling or lopping of trees and removal of hedgerows*

- 4.179 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.
- 4.180 Further, this article also authorises the removal of any hedgerow as defined in the Hedgerow Regulations 1997. The Scheme includes the removal of identified hedgerows (as set out in Part 1 of Schedule 8 (removal of hedgerows and trees subject to a tree preservation order) of the Order) but it does not limit the application of this article to those hedgerows only. This wider application reflects the powers that National Highways would otherwise be able to exercise under the Hedgerow Regulations 1997 to remove any hedgerows when carrying out its functions. This article is based on article 39 of the model provisions and article 39 of the M25 Junction 10/A3 Wisley Interchange Development Consent Order 2022.
- Article 46 - Trees subject to tree preservation orders, etc.*
- 4.181 This article enables National Highways to fell or lop the roots of any tree which is subject to a tree preservation order to prevent it obstructing or interfering with the construction, maintenance or operation of the authorised project. Compensation is payable if loss or damage is caused.
- 4.182 The article is based on a model provision (article 40) and also reflects article 35 of the M54 to M6 Link Road Development Consent Order 2022.

- 4.183 Paragraphs (4) to (9) extend the powers in this article to trees in conservation areas designated under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. There is potential for some trees having to be removed or lopped within these conservation areas which may qualify for protection under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act.

#### **Part 7 - Miscellaneous and General**

##### *Article 47 - Application of landlord and tenant law*

- 4.184 This article governs the leasing of land by National Highways to any other person. Essentially it allows the terms of the lease to override any statutory provisions relating to landlord and tenant law.

- 4.185 This was included in the model provisions as article 35.

##### *Article 48 - Operational land for purposes of the 1990 Act*

- 4.186 The 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.

- 4.187 This article was included in the model provisions as article 36.

##### *Article 49 - Defence to proceedings in respect of statutory nuisance*

- 4.188 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 s.82(1) of the Environmental Protection Act 1990 in relation to certain nuisances set out in paragraph 79(1) of that Act.

- 4.189 The defence is available if the noise relates to:

- (a) the use of premises by National Highways 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.

- 4.190 This article provides a defence to those nuisances which may be of relevance to the authorised development, as set out in the Statement Relating to Statutory Nuisances (**TR010065/APP/6.7**) accompanying the application.

- 4.191 This article is based on article 7 of the model provisions and recent National Highways orders such as the A47 Wansford Order (article 43) and the A57 Link Roads Order (article 40).

##### *Article 50 - Appeals relating to the Control of Pollution Act 1974*

- 4.192 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 streamline the appeal process, thereby minimising the potential for unnecessary delay to the Scheme.

- 4.193 This was not included in the model provisions but has been included in a number of non-highways orders, including the M25 Junction 28 Order (article 52).

##### *Article 51 – Removal of human remains*

- 4.194 The purpose and effect of this article is to disapply section 25 of the Burial Act 1857 and replace it with an alternative procedure for managing the removal of any human remains disturbed during the course of carrying out the authorised development. This article is based on a model provision and is required to ensure that the appropriate treatment of such remains does not delay the implementation of the authorised development.
- 4.195 This article departs from the model provision in that paragraph (12) excludes the requirement to give notice before the removal of remains which the undertaker is satisfied were interred more than 100 years ago and that no relative or personal representative of the deceased is likely to object to their removal. This approach has precedent in the Crossrail Act 2008 and the A47 Wansford Order. Paragraph (13) requires that the undertaker seeks and complies with direction from the Secretary of State under paragraph (14) regarding the treatment of such remains following their removal.
- 4.196 Taken together the effect of this article is to replace the existing and disparate regimes for regulating the removal of human remains and consolidate the applicable provisions in a single article in the Order. It is required by National Highways to ensure that archaeological remains are recovered appropriately without causing unacceptable delay to the implementation of this nationally significant infrastructure project.

*Article 52 - Crown rights*

- 4.197 This article prevents National Highways from acquiring any Crown land, or from otherwise interfering with it, without the written consent of the relevant Crown authority. The Crown's consent may be given unconditionally or subject to terms and conditions.
- 4.198 This article reflects the provisions of section 135 of the 2008 Act. It was not included in the model provisions but was included in the A47 Wansford Order as article 50.

*Article 53 – Use of private roads for construction*

- 4.199 This article authorises the temporary passage by National Highways (or other persons who are transferred this statutory right pursuant to article 12 (consent to transfer benefit of Order)) – in common with other permitted users – of private roads within the Order limits by persons or vehicles, for the purposes of, or in connection with, the construction and maintenance of the authorised development, without the need for National Highways to take temporary possession of the land under article 40 (temporary use of land for carrying out the authorised development) of the Order.
- 4.200 This article therefore creates a power to “use” a private road for a temporary period that is proportionate to the limited nature of the use, rather than extinguishing, suspending or permanently interfering with the private rights of a landowner (through the acquisition of a permanent right). This is akin to the powers for temporary use under article 40 of the Order; however, it is distinguished because National Highways does not require the exclusive use and possession of the private roads while exercising this power. The article is necessary because National Highways may need to use private roads inside the Order limits.
- 4.201 Paragraph (2) provides that National Highways will be liable to compensate any person who has suffered loss or damage as a result of the exercise of this power.
- 4.202 Paragraph (3) is included to clarify that any dispute as to a person's entitlement to compensation, or as to the amount of such compensation, is to be determined under Part 1 of the Land Compensation Act 1961.
- 4.203 There is precedent for this article, for example in the A428 Black Cat Order (article 56).

*Article 54 - Protective provisions*

4.204 This article gives effect to Schedule 9 (protective provisions), 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.

4.205 National Highways has sought the views of the statutory undertakers who have interests affected by the authorised development and continues to negotiate with the statutory undertakers to ensure any concerns are dealt with appropriately. National Highways will provide a full update of the status of the negotiations during the examination. National Highways has sought to include bespoke protective provisions where considered appropriate.

4.206 Until such time as those protective provisions have progressed, the affected utilities will benefit from the generic protective provisions included in the Order for the benefit of electricity, gas, water and sewerage undertakers.

*Article 55 - Certification of documents, etc.*

4.207 This article provides for various application plans and other documents to be certified by the Secretary of State as true copies of those documents referred to in the Order. This was included in the model provisions as article 41.

*Article 56 - Service of notices*

4.208 This article governs the proper service of notices required to be given under the Order. In particular it allows service by email with the consent of the recipient, and deals with the situation of service on an unknown landowner.

4.209 This article was not included in the model provisions but has been included in previous orders, such as article 48 of the A47 Wansford Order and article 43 of the A57 Link Roads Order.

*Article 57 - Arbitration*

4.210 This article governs what happens when two or more parties disagree in the implementation of any provision of the Order. The matter is to be settled by arbitration and if the parties cannot agree on who the arbitrator should be, this is decided by the President of the Institution of Civil Engineers.

*Article 58 - Temporary suspension of navigation in connection with the authorised development*

4.211 This article provides for the temporary suspension of navigation within the part of the river Trent which lies within the Order limits, where required in connection with the construction and operation of the authorised development. The intention of the article is to strike a reasonable balance between the interests of river users and the need to achieve and preserve the public benefits of the Scheme in an effective manner.

4.212 The article is subject to the protective provisions being agreed with the Canal & River Trust.

4.213 The article provides that in the case of an emergency, National Highways may temporarily close to navigation the relevant part of the river subject to paragraphs (3) and (4).

4.214 This article was not included in the model provisions but has been included in previous orders, such as Great Yarmouth Third River Crossing 2020 which reflected comparable articles in the Burbo Bank Extension Offshore Wind Farm Order 2014, the Thames Tideway Tunnel, and the National Grid (Richborough Connection Project) Development Consent Order 2017.

4.215 National Highways has agreed the wording of the article with the Canal & River Trust.

## 5. REQUIREMENTS - SCHEDULE 2

- 5.1 The requirements in Part 1 of 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 National Highways when implementing a scheme such as this.
- 5.2 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 National Highways before the details are formally submitted by the project team within National Highways to the Secretary of State for Transport for approval.
- 5.3 National Highways 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 National Highways.
- 5.4 The requirements provide that the various schemes, details and plans to be approved must, where appropriate, reflect the mitigation measures identified in the Environmental Statement (**TR010065/APP/6.1-6.3**) and as specified to be secured by the requirements described below including the process for the environmental management plans under requirement 3. This is the mechanism to ensure that environmental mitigation is secured by the Order, and the approach here is consistent with other DCOs which have been made. The requirements 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 12.
- 5.5 The purpose and effect of requirements is as follows:
- 5.5.1
- (a) *Requirement 1* contains a number of definitions used in Part 1 of Schedule 2. This was included in the model provisions as requirement 1, however, the definitions reflect the latest guidance as explained further below.
- (b) *Requirement 2* provides that the authorised development must not begin later than 5 years from the date of the Order comes into force. This was based on the model provisions as requirement 2.
- (c) *Requirement 3* requires a Second Iteration Environmental Management Plan (Second Iteration EMP) to be submitted to and approved by the Secretary of State, prior to commencement of the authorised development. The Second Iteration EMP can be submitted in parts which relate to the relevant part of the Scheme to be constructed. It will be based substantially on the First Iteration Environmental Management Plan (First Iteration EMP) submitted as part of the application (**TR010065/APP/6.5**). The outline plans submitted as part of the First Iteration EMP will become more refined and detailed for the purposes of the Second Iteration EMP. In addition to the more detailed versions of the outline plans submitted as part of the First Iteration EMP, the Second Iteration EMP will also contain a number of plans and method statements as listed in the First Iteration EMP required in order to secure the necessary mitigation. The Second Iteration EMP may also contain additional detailed plans as required by National Highways. This was based on the A47 Blofield Order.
- Natural England and the Environment Agency are included as consultees under this requirement.
- (d) *Requirement 4* provides that on completion of the authorised development the Third Iteration Environmental Management Plan (Third Iteration EMP), must be submitted to and approved by the Secretary of State, following consultation with the relevant planning authority and the

Environment Agency. The Third Iteration EMP will govern maintenance of the Scheme during its operation. The Environment Agency is included as a consultee under this requirement.

Requirements 3 and 4 reflect the terminology set out in LA 120 - Environmental Management Plans, which was introduced in November 2019 (Revision 0) (LA 120) and subsequently updated in March 2020 (Revision 1). LA 120 forms part of the Design Manual for Roads and Bridges (**DMRB**), which contains information about current standards relating to design, assessment and operation of motorway and all-purpose trunk roads in the United Kingdom.

Terminology relating to the environmental management plans presented in National Highways Orders such as the M42 Junction 6 Order typically reflect the conventions set out within Interim Advice Note 183/14 Environmental Management Plans (IAN 183/14), which was withdrawn upon publication of LA 120.

IAN 183/14 adopted the following conventions: Outline Environmental Management Plan (now First Iteration EMP); the Construction Environmental Management Plan (now Second Iteration EMP); and the Handover Environmental Management Plan (now Third Iteration EMP).

- (e) *Requirement 5* provides for construction hours for the works on specified days, with none on Sundays or bank holidays. However, the requirement does allow certain essential activities, such as demolition works to bridges, oversize deliveries, junction tie in works, etc. to be undertaken outside of these times and days with the prior written consent of the relevant planning authority. The article also provides for certain works such as emergency works, traffic management measures and signal changes, and security to be carried out outside of hours without consent.
- (f) *Requirement 6* requires the preparation of a landscaping scheme for approval by the Secretary of State prior to the authorised development coming into use. The relevant planning authority must be consulted on the scheme, which must reflect the landscaping mitigation measures set out in the First Iteration EMP and must be based on the landscaping elements of the Environmental Masterplan contained within the Environmental Statement Figures at Figure 2.3 (**TR010065/APP/6.2**).

Requirement 6 is based on requirement 7 of the model provisions and recent National Highways orders such as requirement 5 of the M42 Junction 6.

Requirement 6 also provides for the implementation and maintenance of landscaping in accordance with the scheme prepared under this Requirement. Sub-paragraph (6) provides for the replacement of trees and shrubs which become diseased or damaged within a period of 5 years after planting.

This element of Requirement 6 was included in the model provisions as requirement 8.

- (a) *Requirement 7* provides that permanent and temporary fencing that would be adjacent to the new dual carriageway forming part of the authorised development (i.e. the trunk road) must be constructed and installed in accordance with National Highways' 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. This wording has been included in recent National Highways orders such as requirement 7 of the A428 Black Cat Order.
- (b) *Requirement 8* makes provision for dealing with any contaminated land and groundwater discovered during construction of the works. This requirement specifies requirements that will apply if any unexpected contamination is encountered during construction.

The Environment Agency and relevant planning authority are included as consultees under this requirement.

This requirement is based on requirement 15 of the model provisions and recent National Highways orders such as requirement 8 of the A428 Black Cat Order.

- (c) *Requirement 9* states that the authorised development must be carried out, operated and maintained in accordance with the archaeological mitigation strategy and written schemes of investigation.

The archaeological mitigation strategy, which can be found in Chapter 6 of the Archaeological Management Plan (**TR010065/APP/6.8**) sets out the requirements for the overarching written scheme of investigation, site specific written schemes of investigation and archaeological method statements with which the undertaker must comply.

This requirement reflects requirement 9 of the A428 Black Cat to Caxton Gibbet Development Consent Order.

- (d) *Requirement 10* provides that where any previously unidentified protected species are found during construction, construction works near their location are to cease and National Highways must immediately report it to the Ecological Clerk of Works. National Highways must then prepare a written protection and mitigation scheme.

Under sub-paragraph (2) National Highways 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.

This requirement is based on requirement 34 of the model provisions and recent National Highways orders such as requirement 10 of the A428 Black Cat Order.

- (e) *Requirement 11* provides that no part of the authorised development can 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 local highway authority. The traffic management plan can be prepared in parts to accord with the construction programme, and is to be prepared substantially in accordance with the Outline Traffic Management Plan (**TR010065/APP/7.7**) submitted with the application.

This requirement consolidates various requirements of the model provisions (such as 22 and 33) and is based on recent National Highways orders such as requirement 11 of the A428 Black Cat Order.

- (f) *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 (**TR010065/APP/2.3**), Utilities Works Plans (**TR010065/APP/2.10**) and the Engineering Plans and Sections (**TR010065/APP/2.6**) and the principles set out in the Environmental Masterplan (**TR010065/APP/6.2**), Figure 2.3 of the Environmental Statement and the design principles set out in Annex A of the Scheme Design Report (**TR010065/APP/7.5**) unless otherwise agreed in writing by the Secretary of State following consultation with the relevant planning authority and local highway authority, where relevant. This means that any variations to the design are subject to approval.

The Secretary of State must be satisfied that any amendments to the preliminary design would not give rise to any materially new or materially different environmental effects compared to those reported in the Environmental Statement.

This requirement is based on requirements 4 to 6 of the model provisions and recent National Highways orders such as requirement 12 of the M20 Junction 10a Order.

- (g) *Requirement 13* provides that no part of the authorised development can commence until written details of the surface and foul water drainage system, reflecting the mitigation measures set out in Chapter 13 (Road Drainage and Water Environment) of the Environmental Statement (**TR010065/APP/6.1**) and including means of pollution control, have been



submitted to and approved in writing by the Secretary of State following consultation with the relevant planning authority, the lead local flood authority and the Environment Agency on matters relating to their functions.

This requirement is based on requirement 14 of the model provisions.

- (h) *Requirement 14* provides that no part of authorised development can commence until a detailed floodplain compensation scheme for that part of the authorised development has been submitted to and approved by the Secretary of State in consultation with the relevant planning authority and the Environment Agency.

This requirement is based on requirement 14 of the A428 Black Cat Order.

- (i) *Requirement 15* requires that (i) the Scheme must be carried out in accordance with the flood risk assessment (Appendix 13.2 of the Environmental Statement Appendices **(TR010065/APP/6.3)** (including the mitigation measures detailed within it); or (ii) where National Highways seeks to otherwise carry out the authorised development, it must demonstrate to the Secretary of State; in consultation with the Environment Agency, and the lead local flood authority that either there is no material exceedance to the flood levels in the flood risk assessment beyond 10mm or demonstrates that the affected landowners have accepted the change in flood levels from those shown reported in the flood risk assessment. The flood risk assessment will be a certified document.
- (j) *Requirement 16* deals with noise barriers and bunds. Details of the proposed mitigation, according with the locations the environmental masterplan and reflecting the relevant chapter of the Environmental Statement, must be approved by the Secretary of State. The measures must then be provided and retained and maintained.
- (k) *Requirement 17* states that the pre-commencement works must be carried out in accordance with the Pre-Commencement Plan **(TR010065/APP/6.9)** submitted with the application.
- (l) *Requirement 18* provides that no part of the authorised development may be brought into use 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 on matters relating to their functions.
- (m) *Requirement 19* provides that construction of the new entrance at Langford Hall Estate the Applicant cannot commence until the proposed design of the new entrance has been submitted to and approved in writing by the Secretary of State following consultation with Historic England and the relevant landowner. The proposed design must accord with the landscaping principles shown on the Environmental Masterplan **(TR010065/APP/6.2)** and any relevant mitigation identified in the First Iteration EMP **(TR010065/APP/6.5)**.

5.5.2 Part 2 of Schedule 2 sets out the process for discharging requirements. This is standard wording, found in a number of made orders.

## **6. SCHEDULE 3: ARTICLES 15 AND 21 - CLASSIFICATIONS OF ROADS, ETC.**

- 6.1 This schedule sets out which roads will be trunk roads and classified roads and which roads will not be classified following completion of the works, and which roads are to be de-trunked. It also sets out speed limits, traffic regulation (including stopping and waiting restrictions), existing traffic regulations orders to be revoked or modified and public rights for way which are to be created under the Order.

**7. SCHEDULE 4: ARTICLE 19 - PERMANENT STOPPING UP OF HIGHWAYS AND PRIVATE MEANS OF ACCESS & PROVISION OF NEW HIGHWAYS AND PRIVATE MEANS OF ACCESS**

7.1 This schedule sets out those streets that are to be permanently stopped up pursuant to article 19 (permanent stopping up and restriction of use of streets and private means of access).

**8. SCHEDULE 5: ARTICLE 29 - LAND IN WHICH NEW RIGHTS ETC. MAY BE ACQUIRED**

8.1 This schedule sets out land in which new rights may be required pursuant to article 29 (compulsory acquisition of rights and imposition of restrictive covenants).

**9. SCHEDULE 6: ARTICLE 29 - MODIFICATION OF COMPENSATION AND COMPULSORY PURCHASE ENACTMENTS FOR CREATION OF NEW RIGHTS AND IMPOSITION OF RESTRICTIVE COVENANTS**

9.1 This schedule sets out the modification of legislation on compensation and compulsory purchase for the purpose of creating new rights and imposing restrictive covenants.

**10. SCHEDULE 7: ARTICLE 40 - LAND OF WHICH TEMPORARY POSSESSION MAY BE TAKEN**

10.1 This schedule sets out the land of which temporary possession may be taken pursuant to article 40 (temporary use of land for carrying out the authorised development).

**11. SCHEDULE 8 – HEDGEROWS AND TREES**

11.1 Part 1 of this schedule sets out those hedgerows to be removed and indicates which are important hedgerows. Part 2 records those trees that are the subject of Tree Preservation Orders that may be subject to works as part of the Scheme.

**12. SCHEDULE 9: ARTICLE 54 - PROTECTIVE PROVISIONS**

12.1 This schedule sets out any protective provisions for the benefit of Electricity, Gas, Water and Sewerage Undertakers; and the Operators of Electronic Communications Code Networks. It also includes bespoke protective provisions for Cadent Gas Limited and Network Rail Infrastructure Limited. Protective provisions for the Canal & River Trust will also be included in this Schedule, however the form that these provisions will take is currently the subject of discussion between National Highways and the Canal & River Trust.

12.2 None of the protective provisions are yet agreed with the benefiting undertakers, but discussions have commenced with the relevant undertakers.

**13. SCHEDULE 10: ARTICLE 55 – DOCUMENTS, ETC. TO BE CERTIFIED**

13.1 This schedule sets out the list of documents to be certified by the Secretary of State under the terms of article 55 (certification of documents, etc.).