



Our Ref: DP/HA

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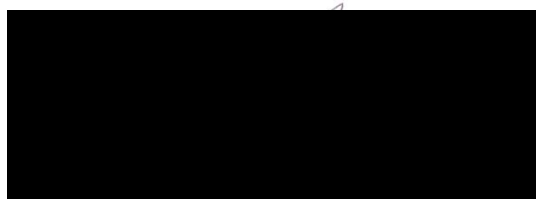
Dear Sirs,

## **South Staffordshire District Council Deadline 1 Submission - TR050005**

In response to the Rule 8 letter dated 4th March I enclose, on behalf of South Staffordshire Council, a summary of points raised at the hearing in relation to the Examining Authority's questions.

As stated at the hearing the Council will continue to engage with the applicant on the Draft DCO and Development Consent Obligation and will be suggesting some revised wording shortly so that the applicants can submit a revised draft by Deadline 3 as agreed.

Yours sincerely,



**David Pattison**  
Corporate Director Governance



## **Annexe 1**

### **Issue Specific Hearing on the Draft Development Consent Order (DC)**

**28 February 2019 at the Hayward Suite, Molineux Stadium, Waterloo Road, Wolverhampton, WV1 4QR**

#### **Agenda**

1. Welcome, introductions and hearing arrangements.
2. Applicant's summary of the nature and purpose of the key amendments made in the revised draft DCO (Document AS-014) (10-15 minutes).
3. Opportunity for other parties to ask questions about/ comment on the proposed revisions to the draft DCO.
4. Structure of the Order, Definitions and Articles 1- 49: ExA's observations and questions (see Annex 2) and comments and questions from interested parties.
5. Schedules 1 and 3-13: ExA's observations and questions (see Annex 3) and comments and questions from interested parties.
6. Schedule 2- Requirements: ExA's observations and questions (see Annex 4) and comments and questions from interested parties.
7. Draft Development Consent Obligations: ExA's observations and questions (see Annex 5) and comments and questions from interested parties.
8. Actions arising and timetable for submission of revised draft documents including updated Explanatory Memorandum.
9. Any other business.

## Annex 2

### Draft DCO – Structure, Definitions and Articles 1-49 (Agenda item 4)

#### COMMENTS AND QUESTIONS BY EXAMINING AUTHORITY

Q Ref	Part of DCO	Directed to	Question/ comment	South Staffordshire Council Response
1.1	General	Applicant	It is noted that the use of the word " <i>shall</i> " has been replaced with other wording in a number of places within the revised draft in accordance with the guidance in Advice Note 15 (AN15). However, " <i>shall</i> " is still used extensively in the drafting where alternative wording would seem more appropriate. The applicant is requested to undertake a further review of the draft text with a view to minimising reliance on this wording whilst maintaining consistency across the draft DCO as a whole. (Compare for example A16 (6) with A17 (3) where there appears to be no obvious need for a different wording).	
1.2	A2	Applicant	Why within the definition of " <i>Authorised Development</i> " is it necessary or appropriate to include the additional wording " <i>and any other works carried out under the requirements</i> "? This appears to be superfluous since works carried out under the requirements would, presumably, already be covered by the phrase " <i>and any other development authorised by this Order</i> " within the first part of the definition.	
1.3	A2	Applicant SSDC	The definition of " <i>commence</i> " in the revised draft DCO includes the words " <i>unless the context indicates otherwise</i> ". (i) What circumstances are envisaged by this reference and how might this	No comment

			affect the clarity of the Order? (ii) Is this additional wording necessary and appropriate?	
1.4	A2	Applicant SSDC SCC	<p>i) Is the definition of "<i>maintain</i>" in the revised draft DCO consistent with the guidance at paragraph 18.2 of AN15 that a power to maintain should not authorise development which may result in significant environmental effect not already assessed?</p> <p>ii) Has the applicant engaged with the relevant bodies to seek to agree this definition and the related article in the draft Order?</p>	<p>Our concern is that we are keen to ensure that there is certainty and clarity, indeed it is critical that there is clarity going forwards to avoid a situation where work is carried out in future and there may be a debate as to whether or not the work is authorised which may lead to prolonged effort/concern by the local community.</p> <p>We will put forward suggested amended wording to the applicants.</p>
1.5	A2	Applicant SCC HE	(i) Is there any specific need or purpose for using separate terms for " <i>street authority</i> " and " <i>relevant street authority</i> " and for " <i>traffic authority</i> " as well as " <i>relevant traffic authority</i> " when there seems to no similar	
1.6	A2	Applicant	As drafted the second part of the definition of " <i>rail served warehousing</i> " is not particularly clear. Any warehouse could, arguably, be capable of receiving goods " <i>by means of another form of transport</i> ". (i) Is this intended to refer to the transfer of goods from the Rail Freight Terminal to a warehouse comprised within the authorised development? (ii) does the definition cover all of the proposed warehousing?	
1.7	A2	Applicant SCC HE	The definition of " <i>verge</i> " as drafted would appear capable of including any footway or cycleway running alongside the ' <i>carriageway</i> '. Is this an accurate meaning of the term having regard to the definitions set out in s329 of the Highways	

			Act 1980?	
1.8	A3	Applicant	(i) Are the words " <i>and used</i> " towards the end of A3 needed? (ii) Do they meet a separate and specific purpose not already covered in the wording of A5 and A39?	
1.9	A4	Applicant	How would Clause (a) operate alongside Note 3 on the Works Plans, for example in respect of the flexibility in relation to the detailed siting, plan and footprint of any of the proposed warehouses or other buildings?	
1.10	A4	Applicant	<p>i) How would Clause (b) operate alongside the annotations on the Bridge Plans which indicate detailed levels for the underside, deck and other key elements of the proposed bridges and set minimum clearance levels for the underside of bridges?</p> <p>ii) Would there be a risk that the flexibility provided by Clause (b) might operate in tandem with that provided by Clause (c) (i.e. in relation to a bridge over part of the railway works) to result in an upwards deviation in the level of such a bridge by 3 metres?</p> <p>iii) Has the full degree of flexibility provided for in A4 been assessed in the ES on a worst case basis?</p>	
1.11	A4	Applicant	In respect of the second part (rider) to A4, generally it is acceptable to provide for the LPA (or other body) to agree subsequent amendments to details that it has been responsible for approving under a requirement included within a DCO. However, giving an LPA the power to agree	

			<p>subsequent amendments to details approved by the SoS as part of the original Order creates uncertainty for the SoS as to what is being approved by the DCO. The additional flexibility proposed in this part of A4 appears to be of this nature and is a cause of concern. What further variation from the limits prescribed in Clauses (a) to (c) is anticipated and why cannot this be accommodated within the parameter plans which would be approved as part of the DCO?</p> <p>It is noted that the EM refers to similar wording having been proposed in the DCO for the A14 road project. However, I am advised that the SoS rejected that wording and made any power to approve any further variation from the approved parameters subject to SoS approval (See A7 of that DCO- Ref. TR010018).</p>	
1.12	A12	Applicant SCC	<p>I understand this article to be concerned with the new rights of way that are proposed to be created. Should there also be provision made within the DCO for the construction and delivery of the routes proposed as permissive paths if these are considered necessary for accessibility purposes? (Paragraph 6.37 of the Explanatory Memorandum (EM) only refers to the means of keeping them permanent once they have been provided).</p>	
1.13	A13	Applicant	<p>There appears to be an error in the description in Column 2 to Part 3 of Schedule 6 re the notation of the private footpath between points J and AAA on Document 2.3C. The route appears to be shown by a dashed orange line rather than a blue one.</p>	

1.14	A17	Applicant SCC	Further clarification is sought on the purpose and scope of the provisions in A17 (2) and why these are needed. There appears to be nothing in the wording that limits the provisions to roads within the Order Limits and the provision seem very broad in their scope. What is the specific justification for including these provisions in this draft DCO?	
1.15	A20	Applicant	The provisions in A20 (1)(e) could potentially circumvent the need for the normal statutory process to be followed in relation to the stopping up or diversion of a highway and deprive those who might be affected by such a proposal of the opportunity to comment on or object. What is the specific justification for including these provisions in this draft DCO?	
1.16	A22	Applicant	(i) What is the basis/ rationale for specifying 28 days' notice in A22 (2)? (i) Is there any precedent for adopting this time period?	
1.17	A35	Applicant	I note that s A46 (3) disapplies the provisions of the Neighbourhood Planning Act (NPA) 2017 and that paragraph 6.97 of the EM states that this is because the relevant parts of the NPA have not yet come into force. However, the NPA provisions might be taken to give an indication of what Parliament considers to constitute reasonable notice periods in temporary possession situations and the right of the owner to serve a counter notice. What justification is there for adopting shorter periods proposed and for not including any right to serve a counter notice in the circumstances of this draft DCO?	

1.18	A35	Applicant SCC	The amendments made to A35 (4) have resulted in some awkward wording. Further clarity might possibly be added to avoid the possible reading that the provision requires the undertaker to both remove and restore any temporary highway access.	
1.19	A36	Applicant SCC	The amendments made to A36 (5) have resulted in some awkward wording. Further clarity might possibly be added to avoid the possible reading that the provision requires the undertaker to both remove and restore any temporary highway access.	
1.20	A43	Applicant SSDC  SCC	Given that the proposed development requires the felling of a small number of veteran trees and some lengths of important hedgerows is there a need for a specific provision to be included in the DCO which gives consent for this felling and removal? (See paragraphs 22.1 & 22.2 of AN15).	<p>We note that the applicants are re-considering the need for additional drafting here.</p> <p>We would also suggest a consistent approach with the drafting taken on the drafting of requirement 15 regarding the need for any work to comply with the appropriate British Standards in relation to tree work undertaken. We would also suggest that the reference to danger at 43(1)(b) is limited to "imminent" danger.</p>
1.22	A46	Applicant	<p>i) The first paragraph of A46 is not numbered in the revised draft DCO.</p> <p>ii) What is the justification for the provisions set out in the first paragraph and what precedent, if any, is there for including such provisions in the DCO?</p> <p>iii) Has the EA been consulted about the proposal to include these provisions given that it would likely be the relevant regulatory authority in relation to the legislation and statutory instruments listed in sub paragraphs (a) to (f)?</p>	



			(See Good Practice Point 10 in AN15).	
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**Annex 3: Draft DCO – Schedules 1 and 3-13 (Agenda Item 5)**  
**COMMENTS AND QUESTIONS BY EXAMINING AUTHORITY**

<b>Q Ref.</b>	<b>Part of DCO</b>	<b>Directed to</b>	<b>Question/ comment</b>	<b>South Staffordshire Council Response</b>
1.23	S1 Part 1	Applicant	The numbering of sub paragraphs under the heading of " <i>Works No. 1</i> " appears to have gone awry in both the tracked changes and clean versions of the revised draft DCO.	
1.23	S1 Part 1	Applicant	In Works No. 2 sub paragraph (g) what facilities and operations are envisaged under the reference to " <i>rail freight terminal refuelling</i> " and where are any structures or facilities required for this purpose indicated on the plans submitted with the application?	
1.24	S1 Part 1	Applicant	In Works No.3 sub paragraph (e)what works are anticipated over and above the " <i>rail linked warehousing sidings</i> " which are shown on the plan at Document 2.14 and appear to be within the site area of Works No.2?	
1.25	S1 Part 1	Applicant SCC	Works No. 5 includes reference to signage and street lighting but these items are not referenced	

			in Works No.4. Should they be included?	
1.26	S1 Part 2	Applicant	Are the community parks likely to involve lighting, signage, hard landscaping and built structures/furniture that might need to be listed under Works No.6?	
1.27	S1 Part 2	Applicant	Item (c) of Works No.9a refers to " <i>underground cabling in Works No.4</i> " but these works are not listed in Works No.4. There is a similar cross reference in Works No. 9b to underground cabling in Works No.6 but those works are not listed in Works No.6. (i) Are these omissions? (ii) What is the extent of the underground cabling in the central part of the site? (iii) Do they also extend into the site area of other Works (for example Nos. 3 & 7)?	
1.28	S1 Part 2	Applicant	Would Development Zone A3 have any other vehicular access than via part of the private estate road included within Works No.10a? If not, this might suggest that the main purpose of the first section of that road is to provide access to the authorised development and give rise to the question of whether it is properly included in Part 2 of S1 as 'Associated Development' when all other key access roads are listed in Part 1.	
1.29	S13 Part 3	Applicant SCC	Paragraph 2 (2) includes a definition for the term " <i>country link road</i> " but that term does not appear to be used in S13 Part 3. Neither is the road identified by this notation on the plans at Document 2.10. Is the definition needed?	
1.30	S13 Part 6	Applicant	How do the provisions within Part 6 relate to the SI remediation works and programme or are these dealt with separately?	

**Annex 4: Draft DCO Schedule 2 – Requirements (Agenda Item 6)**  
**COMMENTS AND QUESTIONS BY EXAMINING AUTHORITY**

<b>Q Ref.</b>	<b>Part of DCO</b>	<b>Directed to</b>	<b>Question/ comment</b>	<b>South Staffordshire Council Response</b>
1.31	Part 1	Applicant SCC HE	Have the definitions and locations of " <i>early arrival</i> ", " <i>extended stay</i> " and " <i>operational</i> " bays been agreed?	
1.32	Part 1	Applicant	The word " <i>shall</i> " still appears in a small number of the requirements (3, 7 & 18) where other wording, such as "must" may be more appropriate. As in respect of the articles a consistent approach is to be preferred.	
1.33	Part 1	Applicant	Where requirements cross reference an application document it would be helpful for the document reference to be included in the text; e.g. the reference to the Design and Access Statement in R3.	

1.34	R2	Applicant SSDC SCC HE	<p>i) In the interests of clarity should R2 specify what details are to be submitted as part of the written phasing scheme?</p> <p>ii) Is there a need for R2 to refer to the Indicative Phasing Plan (Figure 4.5 of Document 6.2) since this indicative phasing is referred to at various places in the ES?</p> <p>iii) In the interests of certainty should R2 specify a stage in the development of the proposed warehousing by which the Initial Rail Terminal must be completed and available for use? (see R2 of the East Midlands Gateway RFI DCO)</p> <p>iv) Would it be helpful, for the purposes of cross referencing in subsequent requirements, for R2 to include the words "<i>approved phasing scheme</i>" or similar wording?</p>	The rail connection is critical – we do not consider it appropriate for key aspects to be left over to the Local Planning Authority – we want decisions to be made in the DCO itself and for the DCO, if approved, to stand clearly on its own.
1.35	R3	Applicant SSDC	Would it provide greater clarity if the first sentence of R3 (5) was moved to the end of R3 (1)?	We agree - it would.
1.36	R4	Applicant SCC SSDC	As it is likely that SCC would be consulted on these details before SSDC issued any approval under R3 is R4 needed?	
1.37	R6	Applicant SSDC	I have concerns about the proposed exclusion of " <i>landscaping works</i> " from the construction hours restriction. These works could have significant potential to generate noise and some of these works would be likely to close to sensitive receptors. What is the justification for this proposed exclusion?	We share the concern and agree with the proposed amendment.
1.37	R9	Applicant SSDC	<p>i) Would "<i>heritage assets</i>" be a more appropriate description than "<i>heritage receptors</i>" or is there a specific reason for this wording?</p> <p>ii) There is potential for confusion between the</p>	We agree.

			requirements of paragraphs (2) and (5) as to when demolition can take place. Greater clarity might possibly be provided if R9 (2) is incorporated within R9 (3) and R9 (5) is reworded to require that the demolition of any asset must not take place until written confirmation that all of the works required under paragraph 3 (a)-(c) have been completed has been submitted to the LPA.	
1.39	R10	Applicant SSDC	Would it be better simply to state that <i>"demolition of the canal crossings ... must be completed within 5 years..."</i> ?	
1.40	R11	Applicant SSDC SCC	Is it sufficient that the Ecological management and Mitigation Plan should be in accordance with the Framework plan or is there a case for more specific requirements as done in R10 of the East Midlands Gateway DCO?	
1.41	R15	Applicant SSDC	i) Is R15 (e) intended to refer to hedgerows to be retained and, if so, would a rewording of this requirement add clarity to its purpose? ii) Would additional clarity be added by amending (g) to require the submission of a programme for the implementation of the works?	We agree.
1.42	R16	Applicant SSDC	The wording of R16 (1) is a little awkward. (i) Why is this needed and could the wording be simplified? (ii) If it is necessary to exclude landscaping works undertaken as part of highway works would this be better stated in the requirement as per R9 of the East Midlands Gateway DCO?	We agree with the comment on (ii).

1.43	R20	Applicant SSDC	<p>i) In instances where it would not be practicable to meet the limit set in R20 (1) would it be desirable to include a requirement to obtain prior approval to that exceedance? (See R21 of East Midlands Gateway DCO).</p> <p>ii) Is there a need for R20 to require the carrying out of regular noise monitoring during the construction period to ensure compliance with the imposed limit?</p> <p>iii) Would R 20 (1) be made clearer if the wording specified that the limit applies to noise generated by construction and demolition works?</p>	<p>The limits in R20 are not consistent with those in the bespoke noise insulation scheme, in the proposed s.106 agreement, which are much higher.</p> <p>There will only be a short period of time when noise levels are likely to approach those in R20 etc, which is during the construction of the bunds. Once the bunds are constructed the noise will be contained, so why have a limit that legally allows much higher noise levels than will actually occur.</p> <p>East Midlands DCO and Northampton draft DCO take different approaches to noise levels. R22 of Northampton may be a better approach.</p> <p><i>'The management of construction noise shall be carried out in accordance with the relevant Phase specific Construction EMP. If required by the LPA, consents under S61 COPA'74 shall be sought for specific phases of the works'</i></p> <p>Whether any monitoring is required depends on the agreed wording. For the reasons outlined above we are not convinced that monitoring is beneficial, however monitoring is required in relation to the bespoke noise insulation scheme anyway.</p>
1.44	R21	Applicant SSDC	<p>i) As drafted R21 does not impose any limits for operational noise for any part of the development or any monitoring requirements. How does this secure the protection of sensitive receptors?</p>	<p>The absence of noise limits on the operational phase has been questioned. We do not believe that these are necessary and are likely to end up reflecting the same position as stated above i.e</p>

			<p>ii) Should the wording from R20 (2) also be repeated in R21 to control reversing alarms on all vehicles servicing the RFT and the warehousing units?</p>	<p>allowing much higher levels than will actually occur.</p> <p>We agree the ES is robust and safeguards are being proposed through the embedded mitigation, bespoke noise insulation scheme and keeping the door open on statutory nuisance. The statutory nuisance element is aimed at the specific problems that can arise from industrial noise e.g. low frequency, high frequency, impact noise, noise from a specific fan etc.</p> <p>It is more likely that a specific issue in relation to a specific unit, operation or sensitive receptor will arise rather than an issue in terms of overall noise level given the character of the area and the predominance of A roads and the M6 motorway.</p> <p>We agree with the comments already made by the applicants about reversing alarms in the Applicants response to the questions.</p>
1.45	R27	Applicant SSDC	<p>i) What is the justification for the exclusion of earthworks and ecological mitigation works from this requirement?</p> <p>ii) R27 (1) should identify the Document references where the flood risk assessment and site wide drainage strategy are contained.</p>	<p>We share the concerns re the proposed exclusions.</p>
1.46	R28	Applicant SSDC	<p>As drafted R28 does not include any timing clause and would not, therefore, meet the relevant tests. What wording is required to rectify this omission?</p>	

1.47	Part 2	Applicant	Paragraph 3 (3) of this Part defines time limits for the appointed person to issue a decision on any appeal. What rationale/ justification can the applicant provided for the periods proposed and are there precedents for these?	
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**Annex 5: Draft Development Consent Obligations (DCOb) (Agenda Item 7)**  
**COMMENTS AND QUESTIONS BY EXAMINING AUTHORITY**

Q Ref.	Part of DCOb	Directed to	Question/ comment	South Staffordshire Council Response
1.48	General	Applicant SSDC	In the interests of clarity should all references to obtaining the approval of the District Council or other bodies be worded so as to require " <i>written approval</i> "?	
1.49	1.1	Applicant	Some definitions and figures have still to be completed.	
1.50	1.1	Applicant	" <i>Implementation</i> " is defined only be reference to the 1990 Act; should there be a reference to S155 of the 2008 Planning Act?	
1.51	1.1	Applicant	There appears to be a typographical error in the definition of "Index".	



1.52	1.1	Applicant	<p><i>"Obligation Land"</i> is defined as the <i>"land edged red on Plan A"</i> but there is no plan marked <i>"Plan A"</i> attached to the draft deed. The plan included in the draft DCOB (TerraQuest Drawing No. 1710-7760_512 v0.1) shows the extent of Mr Monckton's ownership and the rest of the area to be referenced in preparation for the submission of the Land Plans and Book of Reference. Given that Mr Monckton's ownership appears not to include the majority of the land within the Order Limits that lies to the west of the WCML or a large part of that to the south of Vicarage Road clarification is required as to what land parcels would be bound by the proposed Development Consent Obligations. A revised plan that clearly shows this is also required.</p>	<p>We recognise the complexities in ensuring that the land acquired through compulsory purchase is also bound by the agreement.</p> <p>The key for us is that this process does not give an excuse for delay in terms of the key obligations such as phasing/rail works and that the agreement provides certainty.</p>
1.53	S1:1.1	Applicant SSDC	<p>i) The wording <i>"at the same time as ... the Development"</i> is unclear as to what timescale is intended by the obligation in 1.1.</p> <p>ii) There appears to be no definition in the draft document of <i>"the first phase of development"</i>. Is one required in order to clarify the intention of this obligation?</p>	
1.54	S1:1.2	Applicant SSDC SCC	<p>i) Why could this not be dealt with by a requirement? (See Q1.34)</p> <p>ii) Have the proposed trigger points been agreed with other parties?</p> <p>iii) The inclusion of the words <i>"unless otherwise agreed..."</i> raises possible concerns with regard to the undertaker's commitment to delivering this key component of the proposed development.</p> <p>iv) Should the obligation not refer both to completion of the works and to the Initial Rail</p>	<p>This is a critical part of any consent, ie the triggers in terms of rail. The trigger points have not been agreed.</p> <p>We believe that there should be clarity and certainty – we want it to be clear what is to be achieved and by when.</p> <p>In terms of phasing our position is that as per the</p>

			Terminal being available for use by the specified time limit?	<p>Northampton approach in their DCO that the rail infrastructure should go in first, before any warehousing is released in order to ensure rail primacy, if it is truly to be a Strategic Rail Freight Interchange.</p> <p>It is for the applicant to justify a different approach. We are very mindful that the land in question is Green Belt and do not want the SRFI to be used to justify warehousing.</p>
1.55	S1:1.3	Applicant SSDC SCC	This clause seems to provide a great deal of flexibility as to when the works might be completed. What circumstances are anticipated that would justify such flexibility?	We remain concerned by a lack of certainty.
1.56	S1:1.4	Applicant SSDC SCC	This clause seems to provide a great deal of flexibility as to the future use and operation of the Rail Terminal. What circumstances are anticipated that would justify such flexibility	We remain concerned by a lack of certainty.
1.57	S1:2	Applicant SSDC SCC	Although the term " <i>Rail Freight Co-ordinator</i> " is defined in the draft document this part of S1 does not include any obligation on that person to do anything other than report progress or on the undertaker to actively promote and market the use of the rail facilities to prospective or existing occupiers. Is this a satisfactory level of commitment?	
1.58	S1:4	Applicant SSDC	<p>i) Is there a requirement for membership of the Liaison Group to be approved by SSDC prior to its first meeting?</p> <p>ii) Is it necessary/ desirable to specify a stage in the development process by which the Group should be established and should hold its first meeting?</p>	We believe that the Group should be established and hold its meeting at an earlier stage eg before construction to address community concerns regarding construction.

1.59	S2:3 & 4	Applicant SCC	i) Is there a requirement for membership of the TSG and the Transport Co-ordinator appointment to be approved by SCC?	
1.60	S2:5.1 & 6.1	Applicant SCC	Have the draw down stages been agreed with SCC?	
1.61	S2:8	Applicant SCC	Could the provision of permissive paths not be dealt with by a requirement? (See Q 1.12)	
1.62	S4:1 & S5:1.1	Applicant SSDC SCC	Have the arrangements been agreed?	No. The arrangements are still under discussion. We do not, for example, agree with the time limit for repayment of contributions.
1.63	S7	Applicant SSDC	Are the parties content with the use of the term " <i>Applicant</i> " throughout S7 in terms of identifying who is responsible for the required actions?	
1.64	S7	Applicant	In S7 the paragraph numbering appears to jump from paragraph 1 to paragraph 4 which renders the paragraph references within the text (e.g. at 5.4) unintelligible. Some revision appears to be required.	