

Delegated Report		Analysis sheet	Expiry Date:	08/05/2020
		N/A	Consultation Expiry Date:	13/04/2020
Officer			Application Number(s)	
Ben Farrant			2020/1321/HS2	
Application Address			Drawing Numbers	
HS2 Melton Street Satellite Compound Land to the south of Euston Station London NW1 2BT			Please refer to draft decision notice	
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature	
Proposal(s)				
<p>Application for approval under Schedule 17 of High Speed Rail (London - West Midlands) Act 2017 of lorry routes to and from the Melton Street Satellite Compound associated with works for HS2. Main works activities include: Demolition, site clearance, ground investigations, utility works/diversions, and other associated enabling works. Incorporating lorry routes via:</p> <ul style="list-style-type: none"> - Transport for London Road Network (TLRN) - Melton Street - Cardington Street 				
Recommendation(s):		Grant consent		
Application Type:	Schedule 17 Application			

Conditions or Reasons for Refusal:	Refer to Decision Notice			
Informatives:				
Consultations				
Adjoining Occupiers:	No. of responses	0	No. of objections	0
Summary of consultation responses:	<p>Multiple site notices were displayed on 20/03/2020, expiring on 13/04/2020, in the following locations:</p> <ul style="list-style-type: none"> • 1no. on Hampstead Road close to the junction with Cardington Street • 1no. on Cardington Street • 2no. on Melton Street • 1no. on Euston Road close to the junction with Melton Street <p>No third party comments were received.</p>			
Consultee comments:	<p><u>Transport for London (TfL):</u></p> <p>In line with the Mayor's Transport Strategy and as described in the Local Traffic Management Plan for Camden we expect that:</p> <ul style="list-style-type: none"> • Vehicles related to this application avoid entering central London in the AM peak. This will help to meet the Mayor's aim to reduce freight traffic in Central London during the morning peak and contribute to the target of reducing the number of Lorries and vans entering central London during the morning peak by 10 per cent by 2026. • The routing of vehicles to and from construction sites covered by this application will be as set out in the Local Traffic Management Plan for Ealing. • HS2 Ltd will adopt a vehicle management strategy as set out in HS2's Route Wide Traffic Management Plan (RTMP). These measures, plus other control mechanisms outlined in the Environmental Minimum Requirements (EMRs) and Code of Construction Practice (CoCP), seek to reduce the risk to vulnerable roads users and the environmental impact from the proposed lorry routes. • HS2 Ltd will comply with the Heavy Goods Vehicles (HGV) Safety Permit Scheme for London (DVS). The Scheme's objective is to address London's particular problem with collisions between HGVs and vulnerable road users such as pedestrians and cyclists by improving the safety standards of the HGVs coming into the capital. • Discussions continue regarding the reduction of vehicle numbers and use of alternative freight strategies such as material by rail. <p>Advise the following informatives:</p> <ul style="list-style-type: none"> • Adherence to the EMRs - In accordance with assurances given by the Secretary of State, the applicant is reminded that HS2 Phase 1 Environmental Minimum Requirements must at all times be fully complied within undertaking the works. • Construction traffic management - In accordance with the Phase 1 Code of Construction Practice, the applicant must adhere to the control measures set out in the HS2 Phase 1 Route-wide Traffic Management Plan and the Camden Local Traffic Management Plan. The measures contained in the Local Traffic Management Plan must be kept under review during the execution of the works, in consultation with TfL, 			

London Borough of Camden and other relevant stakeholders.

City of Westminster:

The City Council has now considered the proposals and has decided to raise no objection.

Brent Council:

The London Borough of Brent, the Local Planning Authority, have considered the proposal and have no objection.

Site Description

Enabling works for HS2 require a construction compound to the east of Melton Street and to the north of Euston Road (A501). Euston Station is to the north of the site, along with the route of the mainline railway. This is known as the Melton Street Satellite Compound. The worksite includes two buildings comprising Grant Thornton House and One Euston Square, each is a multi-storey office block, together with a collection of single storey retail units found within Euston Station forecourt.

To the west and north west are the National Temperance Hospital (NTH) and Cobourg Street worksites, within which HS2 enabling works are underway. These works have received the associated lorry routes consent (ref: 2018/0438/HS2).

Access/egress to the site shall be through gates in the wider hoarding line that includes the NTH North and South, Cobourg Street worksites and also now the Melton Street Satellite Compound.

No part of the site is located within a conservation area, nor does it include any listed buildings or Scheduled Ancient Monuments. To the south east of the worksite, is a pair of lodges demarking the entrance to the original Euston Station which are Grade II listed. The railings surrounding Euston Square Gardens are also Grade II listed.

Relevant Planning History

Application site:

None directly applicable.

National Temperance Hospital (North and South) and Cobourg Street worksites:

2018/0438/HS2 - Lorry routes associated with demolition, site clearance and other enabling works for HS2 at the National Temperance Hospital (North and South) and Cobourg Street worksites. Incorporating routes via: Transport for London Road Network (TLRN). Great Portland Street, Albany Street, Osnaburgh Terrace and Osnaburgh Street Melton Street, Euston Street, Cobourg Street and Drummond Street Cardington Street - **Consent granted 20/04/2018**

Relevant policies

The HS2 Act

- High Speed Rail (London - West Midlands) Act 2017, in particular Schedule 17 paragraph 6

Statutory Guidance

- High Speed Rail (London - West Midlands) Act 2017 - Schedule 17 Statutory Guidance

Environmental Minimum Requirements and related documents

- High Speed Rail (London - West Midlands) Environmental Minimum Requirements (the EMRs) General Principles February 2017
- High Speed Rail (London-West Midlands) Environmental Minimum Requirements Annex 1: Code of Construction Practice High Speed Rail (London-West Midlands) Environmental Minimum Requirements Annex 1: Code of Construction Practice
- High Speed Rail (London-West Midlands) Environmental Minimum Requirements Annex 2: Planning Memorandum
- High Speed Rail (London-West Midlands) Environmental Minimum Requirements Annex 3: Heritage Memorandum
- High Speed Rail (London-West Midlands) Environmental Minimum Requirements Annex 4: Environmental Memorandum
- HS2 Context Report October 2017

- London - West Midlands Environmental Statement 2013
- Supplementary Environmental Statement 4 and Additional Provision 5 (Supplementary Environmental Information) 2015
- HS2 Phase One information papers: environment (series E)
- Local Environmental Management Plan London Borough of Camden (LEMP) December 2017
- Camden Local Traffic Management Plan
- The Dales Local Traffic Management Plan
- High Speed Two Phase One: Route-wide Traffic Management Plan

Planning Forum Note 6: Lorry Route Approvals

Assessment

1. Background

Legislation and policy context

- 1.1 Phase One of High Speed 2 (HS2) is the first phase of a new high speed railway network proposed by the Government to connect major cities in Britain. It will bring significant benefits for inter-urban rail travellers through increased capacity and improved connectivity between London, the Midlands and the North.
- 1.2 On 23rd February 2017, Royal Assent was granted, namely the High Speed (London-West Midlands) Act 2017 (“the HS2 Act”), for Phase One of HS2. The HS2 Act provides powers for the construction and operation of Phase One of HS2.
- 1.3 High Speed Two (HS2) Limited is the company responsible for developing and promoting the UK’s new high speed rail network. It is funded by grant-in-aid from the government.
- 1.4 In order to carry out HS2 works in Camden, HS2 Ltd (a nominated undertaker) is submitting a series of lorry route applications under Schedule 17 of the HS2 Act, to govern the transportation of materials to and from construction sites.
- 1.5 Paragraph 4.4 of the DfT’s Schedule 17 Guidance notes states; ‘*These approvals have been carefully defined to provide an appropriate level of local planning control over the works while not unduly delaying or adding cost to the project*’.
- 1.6 Schedule 17 of the HS2 Act sets out the approvals required to be obtained by the nominated undertaker. These approvals include lorry route applications.
- 1.7 The Council can only consider the application within the constraints of the HS2 Act, rather than planning policies set out in the Development Plan. The grounds for determination under the HS2 Act which Council can base its decision to approve the application and attach reasonable conditions, or to refuse the application, are where the arrangements ought to be modified:
- to preserve the local environment or amenity;
 - to prevent or reduce prejudicial effects on road safety or on the free flow of traffic in the local area; or
 - to preserve a site of archaeological or historic interest or nature conservation value; and are reasonably capable of being so modified.
- 1.8 Any representations received from the public or third parties will be considered by the Council but within context of the HS2 Act.
- 1.9 It is important to note that the HS2 Act states that all applications must be determined within eight weeks of submission (unless the Council and the Nominated Undertaker agree an extension of time for determination), or the application is deemed to have been refused.

Framework of assessment

- 1.10 If Schedule 17 lorry route applications are assessed to be acceptable, then the Council, as determining planning authority, would only have discretion to attach conditions for any approval on the grounds raised in paragraph 1.7 above. Importantly, conditions can only be attached with prior agreement from HS2 Ltd.
- 1.11 The DfT's Schedule 17 Guidance notes states: '*The purpose of this is to allow the nominated undertaker and the planning authority the opportunity to agree whether the condition is necessary and appropriate, and would not unreasonably impede the building and operation of the railway, prior to the planning authority issuing its decision. It also avoids the potential for delay that would result from decisions being issued with inappropriate conditions*'.
- 1.12 In addition to the planning regime described above, the HS2 Act contains provisions setting out the protections to be provided for various bodies with statutory responsibilities, likely to be affected by the works that impact upon accesses to highways affecting traffic, stopping up, diversion and interference with the highway, highways, water and listed buildings.

Additional environmental and community protection measures

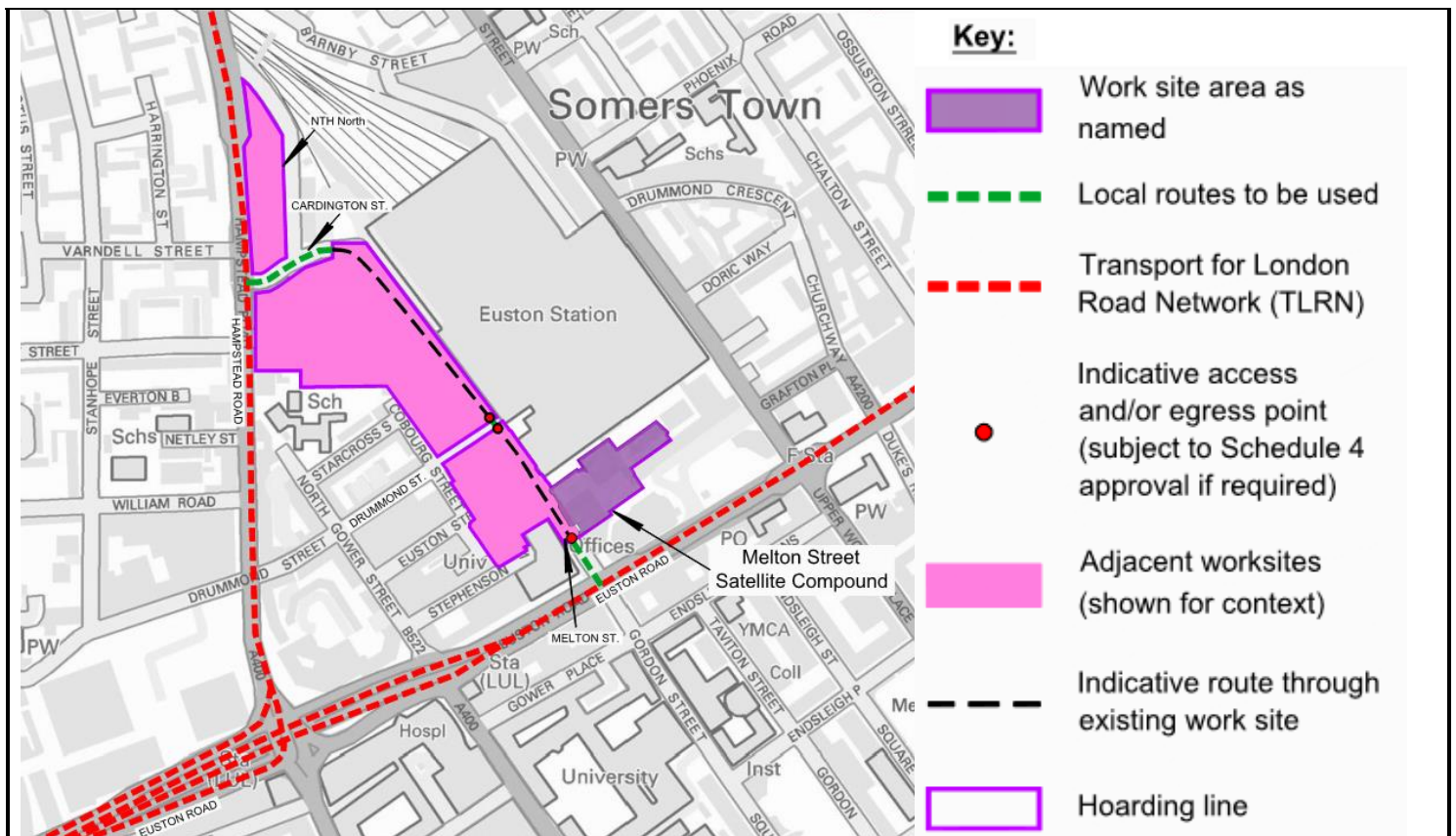
- 1.13 The High Speed Two (HS2) Phase One Environmental Statement (ES) was produced to accompany the HS2 Act. The ES includes the likely significant environmental impacts along the route along with the measures to manage and reduce these impacts. In order to ensure that the environmental effects of the project do not significantly exceed those assessed in the ES, Environmental Minimum Requirements (EMRs) sit alongside the statutory environmental controls included in the HS2 Act. Throughout the construction and operation of the project (Phase One), HS2 Ltd and its contractors will be required to comply with both the EMRs and those statutory environmental controls.
- 1.14 The EMRs are a group of documents that have been developed in consultation with local authorities and other relevant stakeholders. Paragraph 1.1.5 of the EMR General Principles document states that the nominated undertaker is to use reasonable endeavours to adopt mitigation measures to further reduce the adverse environmental effects reported in the ES, provided that such measures are reasonably practicable and do not add unreasonable cost or delay to the construction or operation of the project.
- 1.15 The Code of Construction Practice (CoCP) is Annex 1 of the EMRs. It sets out specific details and working practices in relation to site preparation (including site investigation and remediation, where appropriate), demolition, material delivery, excavated material disposal, waste removal and all related engineering and construction activities. The CoCP sets out the measures that the nominated undertaker and contractors are required to implement in order to limit disturbance from construction activities, as far as reasonably practicable, including traffic and transport.
- 1.16 Local Environmental Management Plans (LEMPs) have been prepared for each local authority area which set out site specific control measures to be adopted by HS2 Ltd.'s Contractors.
- 1.17 HS2 Ltd. is required to prepare Local Traffic Management Plans (LTMP) for areas such as Camden that are impacted by HS2. The LTMPs build on the general environmental requirements contained in the CoCP and a route wide traffic management plan and set out how the project will adapt and deliver the required traffic management measures. HS2 Ltd. has produced an initial draft of an LTMP for the enabling works period in Camden upon which Camden and other stakeholders have commented upon.
- 1.18 The purpose of the enabling works LTMP is to set out information regarding the traffic management of HS2 construction in Camden and how HS2 Ltd. will engage with stakeholders

such as Camden upon this.

- 1.19 The enabling works LTMP is a 'live' document that will be added to and revised as further details of the proposals, works packages and associated traffic management arrangements are worked up and implemented. The current enabling works LTMP structure details matters including highway/traffic management and the cumulative traffic impacts of the combined HS2 programme of enabling works, plus appended details of works packages, as they come forward. It should be noted however that the LTMP is a supporting document only, and is not up for approval as part of this lorry route application, however attention is drawn to HS2 Ltd.'s commitment to Parliament to comply with the Environmental Minimum Requirements (EMR's). The Code of Construction Practice for HS2 arises from the EMR's and requires HS2 Ltd. to prepare Local Traffic Management Plans for areas such as Camden that are significantly impacted by HS2 construction works. HS2 Ltd. and its contractors are therefore effectively committed to complying with the contents of the enabling works LTMP. In considering applications for lorry route applications, Camden as a qualifying authority, should have due regard to the system of controls available under the HS2 Act and should not seek to duplicate controls that it already contains.
- 1.20 The LTMP document provides some context under which lorry route applications would be considered, e.g. it provides information of the movement of HS2 construction traffic to construction sites, building on that set out in the Environmental Statement, and provides further information on its traffic management and refers to undertakings and assurances provided during the Parliamentary process of consideration of Phase 1 of HS2.
- 1.21 It is worth noting that HS2 Ltd. has indicated that it does not currently intend to undertake further assessments (such as modelling) on impacts on the local road network, including at junctions, impacts on highway safety, other highway users, pedestrian severance for example to those provided in the ES, unless the anticipated impacts significantly exceed those in the ES.

2. Proposal

- 2.1 The request for approval of Construction Arrangements has been made under Paragraph 6 of Schedule 17 of the HS2 Act.
- 2.2 Costain Skanska Joint Venture (CSJV) has sought consent on behalf of HS2 Ltd. for the use of 'specific routes' for movements of large goods vehicles (LGVs) required to facilitate enabling works at the Melton Street Satellite Compound.
- 2.3 The 'specific routes' are as follows and set within the plan below:
- Transport for London Road Network (TLRN)
 - Melton Street
 - Cardington Street



- 2.4 The position of site access/egress is not for approval under this Schedule 17 application as, if required, this would be secured separately under Schedule 4 of the HS2 Act. Access points are therefore shown for context purposes only, and are not for consideration here.
- 2.5 To access the worksite, vehicles would travel along the A501/Euston Road (eastbound) before heading north along the A400/Hampstead Road. By turning right into Cardington Street, vehicles would travel through the NTH South worksite (a route already used for HS2 traffic) before connecting with Melton Street and heading southwards, and then turning left into the site at the relevant site gate.
- 2.6 Large goods vehicle (LGV) egress would be directly onto Melton Street, before heading south towards the A501/Euston Road, representing the nearest part of the TLRN Network which will in turn provide connection to the special / trunk road network.
- 2.7 LGVs are stated as being goods vehicles exceeding 7.5 tonnes in gross weight, as defined by the HS2 Act. It should be noted that supporting documents typically list such vehicles as Heavy Goods Vehicles (HGVs) and are therefore used interchangeably as part of this assessment.

Revisions

- 2.8 No revisions were received during the course of this application.

3. Local environment or amenity

- 3.1 Under the EMRs, LTMPs, CoCPs and LEMPs specific to Camden outlined above and alongside the other statutory environmental controls included in the HS2 Act and the assurance that HS2 Ltd. shall mitigate amenity impacts, there are no outstanding additional issues in regard to the local environment or amenity which would warrant grounds for refusal on this matter.

4. Road safety or on the free flow of traffic

Construction Lorry Numbers

- 4.1 Forming part of the submission, HS2 Ltd. has provided a Written Statement for Information, noted as being submitted for information purposes only and not for approval. This statement, whilst indicative, includes details of lorry movements.
- 4.2 The written statement notes that the average number of LGVs using the route is expected to be 36 movements per day. The peak number of LGVs using the route is expected to be 46 movements per day.

Duration of Works and Working Hours

- 4.3 Table 4 of the Written Statement outlines that movements are estimated until February 2021. As stated above, however, this document has been provided for indicative purposes only and not to be assessed as part of this application. This date could be subject to change, and in such an event would be clarified through the LTMP.
- 4.4 As detailed in the LTMP, expected working hours are 08:00 – 18:00 Monday-Friday, and 08:00 – 13:00 on Saturdays. Start up and close down periods would be in compliance with the CoCP which permits vehicles to arrive onto site between 07:00 to 08:00 for site set up and from 18:00 to 19:00 for site shut down. Movements on Saturdays are permitted from 07:00 to 08:00 for site set up and 13:00 to 14:00 for site shut down.
- 4.5 Given the context of suitable control measures set out within the LTMP, EMRs and CoCP, it is considered that the use of the routes would not have prejudicial effects on road safety or on the free flow of traffic for the purpose of the works for which this application applies.

Temporary Taxi Rank for Euston Station

- 4.6 The taxi and drop off facilities for Euston Station have been displaced from their previous location in the basement of the station served off Melton St, to a new temporary location on the west side of Euston Square Gardens with access/egress off Melton St (the facilities are proposed to be moved in Spring 2021, after the anticipated date that the current proposal is expected to be in operation, though HS2 Ltd.'s programme may be subject to change).
- 4.7 It is explained in the Melton St Mini LTMP (Enabling Works) that HS2 has a movement protocol for its vehicles whereby traffic marshals will hold back LGV's that need to egress HS2 Ltd.'s compounds. In the event of queue of traffic waiting to exit from Melton Street to Euston Road, LGVs will be held back by traffic marshals so that taxis are not blocked from turning right from Melton Street in to the temporary taxi rank. These arrangements are currently in place and serving the adjacent construction compounds. The Melton Street compound will only add a small volume of LGV movements to this existing arrangement (average 18 egressing LGV's daily, with an average of 23 daily in peak periods) and the Council considers that satisfactory management arrangements are proposed by HS2 Ltd. that should prevent any significant issues arising.

Transport for London (TfL) Road Network

- 4.8 Transport for London (TfL) has indicated that it has no objection in principle to the use of the TLRN (Transport for London Road Network) by HS2 construction vehicles during the enabling works period. As stated in Camden's Network Management Plan, the TLRN holds the highest classification in the hierarchy of roads within the borough, and provides the distributor network for longer distance vehicle movements. The TLRN also forms part of the main bus network and lorry routes within the borough, and Camden considers it is most appropriate for construction traffic to use the TLRN as far as practically possible. Therefore use of the TLRN by HS2 construction traffic is considered to be acceptable for this application during the enabling works.

4.9 The use of the proposed roads are considered to be essential and necessary, and there is no viable alternative in order for the Melton Street Satellite Compound to be accessed.

5. Archaeological or historic interest or nature conservation value

5.1 It is noted that there are human remains under Cardington Street and HS2 Ltd. shall be exhuming them between Q3 of 2020 and Q1 of 2021. HS2 has stated that the intention is for the area of the exhumations to be kept separate from the LGV route through the worksite (NTH South).

5.2 Routes within a worksite are not for the Council to approve; the assessment here is purely access and egress to and from the Melton Street Satellite Compound. The submitted plan (see para. 2.3 of this report) shows the indicative route through existing worksites, and it is described as such to ensure that this can be repositioned if necessary. As such, an alternative route through the site over land already exhumed could be provided when the road is unavailable.

5.3 Under the EMRs, LTMPs, CoCPs and LEMPs specific to Camden and alongside the other statutory environmental controls included in the HS2 Act and the assurance that HS2 Ltd. shall mitigate asset impacts, there are no outstanding additional issues in regard to the archaeological or historic interest or nature conservation value which would warrant grounds for refusal on this matter alone.

6. Conclusion

6.1 The proposed routes are considered acceptable, subject to the HS2 control mechanisms cited in the 'Additional environmental and community protection measures' section above.

6.2 The routes hereby approved would be used by HS2 associated LGVs to facilitate temporary enabling works at the Melton Street Satellite Compound. It is anticipated that the temporary works would be complete by February 2021.

6.3 The operation and completion of the works shall be monitored by the Council to ensure the works are carried out in accordance with the details hereby approved by this application. The Council shall also monitor HS2 operations with regard to the use of controls captured in the Environmental Minimum Requirements (EMRs).

7. Recommendation

7.1 Grant consent