

It is anticipated that on average, up to a peak of 160 two-way LGV movements will be generated on a daily basis between September 2018 and January 2019 for the construction of the new MSD road, together with demolitions and site clearance activities, with a drop in activity after this period to an average level of 80 LGV's per day, to June 2019, due to the completion of the haul road. Thereafter, de-mobilisation is anticipated to generate up to 24 LGV movements until July 2019 for approximately 1 month.

Large goods vehicle (LGV) egress from the worksites will be directed onto Breakspear Road South and enter B467/Swakeleys Road, before joining the A40/Western Avenue as the nearest part of theTLRN Network, which will in turn connect into the special/trunk road network.

The submission fails to provide information on how the proposal would impact during traffic peak periods. Such information would indicate the frequency of LGV movements during the aforementioned peak periods and the remaining working day. In the absence of submitted information, a fully informed judgement cannot be made.

Given the concerns about the timing of the traffic movements, an informative is recommended seeking a traffic management plan specific to the proposed works for this lorry route approval, which should include workforce numbers with estimated activity profiles and the measures to reduce impacts on peak hours of traffic (7.30 - 9.30am and 4.30 to 6.30pm).

2. RECOMMENDATION

APPROVAL

INFORMATIVES

1. I99 Specific traffic management plan

1. Prior to the commencement of development, a traffic management plan specific to the proposed works for this lorry route approval should be agreed with the Local Planning Authority. This plan should indicate the measures to reduce impacts on peak hours of traffic (7.30 - 9.30am and 4.30 to 6.30pm) and include workforce numbers with estimated activity profiles.

3. CONSIDERATIONS

3.1 Site and Locality

The submission relates to 2 no. worksites which were referred to as 'Breakspear Road South Satellite Compound' under the Environmental Statement. The worksites are located on either side of Breakspear Road South. The larger of the two worksites is located to the west of Breakspear Road

South and is generally focussed on the Merck Sharpe Dohme (MSD) pharmaceutical research facility. The MSD site is currently bounded by fence and walls. An existing railway (the Marylebone to Aylesbury line) is located to the south of the MSD site. However, this worksite also includes the Gatemead Farmhouse, (a private residence) and surrounding curtilage, which has been acquired by HS2 under the provisions of the Act.

At present, the route of a Statutory Bridleway (ref. U42) runs north-west to south east where it connects to Breakspear Road South, following the route of the current MSD site access for part of the way. This bridleway is found to the east of the MSD site and associated security fencing. To the east of the bridleway route is pasture land with scattered scrub, trees and hedgerows. Topography of this land is generally flat.

The smaller of the two worksites is located west of Breakspear Road South and is generally focussed on land surrounding Oak Farm. Further to the south east of Breakspear Road South is the River Pinn, and beyond this is the urban area of Ruislip.

At present, the MSD site is accessed via an unnamed private road running north-west from a junction with Breakspear Road South. Almost immediately to the north along the same side of the road is a private access to Gatemead Farmhouse. Access to the pasture land east of the MSD site is currently achieved approximately 100m to the north-west of the current MSD site access where a junction arrangement is located onto Breakspear Road South.

The current Oak Farm site has a direct access onto Breakspear Road South almost immediately opposite the existing access to the pasture land as described above. It is therefore also 100m to the north-west of the current MSD site access.

Large goods vehicle (LGV) egress from the worksite/s will be directly onto Breakspear Road South, so as to follow it in a south-west direction. After 1.2km, LGV's will take the 2nd exit at the roundabout and enter B467/Swakeleys Road for approximately 1.1km before joining the A40/Western Avenue as the nearest part of the TfL Network, which will in turn connect into the special/trunk road network.

3.2 Proposed Scheme

Approval is sought in respect of the arrangements for movements of large goods vehicles (LGVs) to and from the worksites in association with enabling works activities comprising demolitions, site clearance, construction of a new access road (and associated above ground permanent structures), ground investigations, utility works/diversions and associated works.

Large Goods Vehicles (LGVs) are defined as goods vehicles exceeding 7.5 tonnes in gross weight. Lorry route approval is only required where there will be in excess of 24 LGV movements per day, whether to or from the site. Approval is therefore sought for the following lorry routes associated with the above listed enabling works

- Transport for London Road Network (TLRN) in full;
- B467/Swakeleys Road (between A40 / Western Avenue and Breakspear Road South)

junctions/roundabouts);

- Breakspear Road South (between B467/Swakeleys Road roundabout and worksites entrance points).

The proposed works relate to enabling works activities and primarily to the construction of a new permanent access road off Breakspear Road South, utility diversion works and also demolition activities within the worksites that flank Breakspear Road South (collectively known as the MSD worksites). Activities associated with the new access road will relate to the construction of the road itself, together with any permanent above ground works. Utility works will include any necessary works that will be undertaken by Affinity Water. This will occur within the demise of the MSD worksite.

Demolition works were identified by the Environmental Statement and are considered necessary to facilitate the construction and route of the railway. Although no approval is sought for the demolition works as part of this planning submission, for information purposes it is envisaged that the following will be undertaken:--

12 no. buildings within the MSD site;

- Gatemead Farmhouse;
- A stable and outbuilding at Oak Farm; and
- Any other ancillary structures as deemed necessary.

Site Access and Proposed Lorry Routes

In summary, the worksites will benefit from 3 no. access and egress points, all of which will directly lead onto Breakspear Road South. The existing MSD access/egress is intended to be utilised for this purpose, together with the site junction of the new access road and Breakspear Road South.

It is noted that the position of the site access/egress points is not required for Schedule 17 approval as part of this lorry route submission. If approval is required for the site access then this will be secured under Schedule 4 of the Act. The location of the access points is therefore presented for context and information purposes and is not for approval.

LGV access to the worksites from the special / trunk road network will be obtained in the first instance via the TLRN Network, with the A40/Western Avenue representing the closest part to the worksites. From the A40/Western Avenue, LGVs will follow B467/Swakeleys Road for approximately 1.1km before existing a roundabout and joining Breakspear Road South. After 1.2km LGV's will turn left/right into the relevant worksite gate.

In addition to the lorry route approval sought in this submission, a number of other approvals will be required and sought by the nominated undertaker under the appropriate statutory and legal framework. These include highways consents under Schedule 4 of the HS2 (London - West Midlands) Act for the creation of the temporary accesses to sites (if required) and a Schedule 17 approval of compound site restoration scheme (if required). Site works will be undertaken in accordance with the HS2 Class Approval for construction activities

3.3 Relevant Planning History

The High Speed Rail (London-West Midlands) Act 2017 received Royal Assent on 23rd February 2017 and contains 70 sections and 33 schedules. Section 20 provides that planning permission is deemed to be granted under Part 3 of the Town & Country Planning Act 1990 (TCPA 1990) for development authorised by the Act.

The nominated undertaker, HS2 Ltd, is required to attain relevant approvals from Hillingdon Council who is designated as the 'Qualifying Authority' in accordance with the schedule 17 (s17) of the Act.

The purpose of the schedule 17 is to put into place a process for the approval of certain planning matters relating to the design and construction of HS2. This helps to ensure that there is an appropriate level of control over construction works, but without imposition of undue delay or cost to the project. It is noted that the planning grounds for determination are more constrained under the HS2 Act as compared to the TCPA 1990.

Henceforth, the Council can only refuse requests for approval or impose conditions in accordance with the relevant grounds as set out per S17, which requires the agreement of the nominated undertaker (HS2 Ltd).

In the case of this specific submission for 'Lorry Route' approval, it is considered that the following S17 chapters are of most relevance, as they pertain to removing or reducing the prejudicial impacts on road safety and traffic free flow on the local highway network that are likely to be generated by the proposal via appropriate planning condition.

Schedule 17 Part 1 Conditions Paragraph 6 (sub - paragraphs 5 (b) (ii) and 6 (a) (b)) - Condition relating to road transport

Condition relating to road transport

6(1) If the relevant planning authority is a qualifying authority, development must, with respect to the matters to which this paragraph applies, be carried out in accordance with arrangements approved by that authority.

(2) The matters to which this paragraph applies are the routes by which anything is to be transported on a highway by a large goods vehicle to

- (a) a working or storage site,
- (b) a site where it will be re-used, or
- (c) a waste disposal site.

(3) In this paragraph "relevant planning authority" means, subject to paragraph 27, the unitary authority or, in a non-unitary area, the county council in whose area the development is carried out.

(4) Sub-paragraph (1) does not require arrangements to be approved in relation to

- (a) transportation on a special road or trunk road, or
- (b) transportation to a site where the number of large goods vehicle movements (whether to or from the site) does not on any day exceed 24.

(5) The relevant planning authority may only refuse to approve arrangements for the purposes of this paragraph on the ground that

- (a) the arrangements relate to development which, for the purposes of regulating the matter in question, ought to and can reasonably be considered in conjunction with development which has deemed planning permission under section 20(1) and which is to be carried out in the authority's area, or

- (b) the arrangements ought to be modified
 - (i) to preserve the local environment or local amenity,
 - (ii) to prevent or reduce prejudicial effects on road safety or on the free flow of traffic in the local area, or
 - (iii) to preserve a site of archaeological or historic interest or nature conservation value, and are reasonably capable of being so modified.
- (6) The relevant planning authority may only impose conditions on approval for the purposes of this paragraph
 - (a) with the agreement of the nominated undertaker, and
 - (b) on the ground referred to in sub-paragraph (5)(b).
- (7) In this paragraph
 - "large goods vehicle" has the same meaning as in Part 4 of the Road Traffic Act 1988;
 - "special road" and "trunk road" have the same meanings as in the Highways Act 1980.

Schedule 17 of the Act sets out the grounds on which the qualifying authority may impose conditions on approvals, or refuse to approve the requests for approval.

4. ADVERTISEMENT AND SITE NOTICE

4.1 Advertisement Expiry Date: Not Applicable

4.2 Site Notice Expiry Date: Not Applicable

5.0 PLANNING POLICES AND STANDARDS

The following UDP Policies are considered relevant to the application. In so far as this application is concerned the most pertinent policies applicable to the proposals relate to Heritage and ecological matters.

Part 1 Policies:

Part 2 Policies:

1. **AM2 Development proposals - assessment of traffic generation**

Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity

2. **AM7 Consideration of traffic generated by proposed developments.**

Consideration of traffic generated by proposed developments.

3. **LPP 6.11 (2016)Smoothing Traffic Flow & Tackling Congestion**

(2016) Smoothing Traffic Flow and Tackling Congestion

4. **LPP 6.12 (2016) Road Network Capacity**

(2016) Road Network Capacity

5. **LPP 7.14 (2016) Improving air quality**

(2016) Improving air quality

6. **NPPF National Planning Policy Framework**

National Planning Policy Framework

6.0 COMMENTS ON PUBLIC CONSULTATION

6.1 EXTERNAL

Not applicable.

6.2 INTERNAL

HIGHWAY ENGINEER (Summary)

Site Proposals & Description of Works

The submission relates to attaining approval for the movement of Large Goods Vehicles (LGVs) to and from HS2 worksites located on Breakspear Road South. In order to accommodate the HS2 routing, the proposed site compounds off Breakspear Road South (in proximity and due north of the railway bridge) will facilitate demolitions, construction of a new MSD 'haul' road, ground investigations, new above-ground structures and utility works/diversion activities related to the existing MSD, Gatemead Farmhouse and Oak Farm sites which are private in tenure.

The proposal is split into two sites, with the main one concentrated on a part of the MSD site, which would require the demolition of 12 buildings together with Gatemead Farmhouse. The MSD pharmaceutical company is to remain, but in a consolidated form located in the northern part of their current site with a new/realigned haul roadway. The second smaller site in proximity of the above is predominantly concentrated on land surrounding Oak Farm which is located on the opposite side of Breakspear Road South. The closure of an existing bridleway (U42) within the MSD site (currently diverted) with subsequent permanent re-routing is also required due to the construction of the new MSD access road.

The two-way construction routing will involve north/southbound usage of Breakspear Road South and Swakeleys Road for a distance of 1.2km and 1.1 km respectively to a final destination which involves east/westbound utilisation of a section of the A40 Western Avenue which falls under the jurisdiction of the Transport for London Road Network (TLRN). Core working hours will be from 8am to 6pm Monday to Friday and 8am to 1pm on Saturday.

The sites will generate LGVs movements along the designated construction routing with some possible traffic interplay between the two compounds which will include other staff and Light Passenger Vehicle movements. Details with regard to the latter are absent from the submission.

It is clear that under the High Speed Rail (London-West Midlands) Act 2017, the power of determination of the approval by the 'Qualifying Authority', being Hillingdon Council, is constrained as compared with proceedings under the TCPA 1990.

HS2 Ltd (nominated undertaker) have designed a proposal to suit the term objectives of construction of the new MSD access road and also those which are required in conjunction with demolition and site clearance activities, in order to maintain the continuity of the HS2 project. The routing has been optimised with no functional road network alternatives being available for consideration.

The suggested construction routes will involve usage of the already heavily trafficked 'Classified' and TLRN road network. As is the norm, the peak morning and afternoon traffic periods are of most concern as these roads are running to over-capacity and the proposal will potentially add to current delays and congestion.

What is crucially missing from the submission is a reference to how the proposal would impact during traffic peak periods with a time-line distribution of the operational movements. Such information would indicate the frequency of LGV movements during the aforementioned peak periods and the remaining working day. The anticipated impacts may in fact be demonstrated to be de-minimis to the road network capacity however in the absence of submitted information, a fully informed judgement cannot be made.

In the absence of the above information and in the spirit of schedule 17 of the High Speed Rail (London-West Midlands) Act 2017, it is considered reasonable to recommend an informative requiring the submission of a detailed traffic management plan specific to the proposed works for this lorry route approval to

1) deter LGV movements to and from the site during peak traffic periods. LGV operations should be restricted during the hours of Monday to Friday from:-

·7.30 am to 9.30 am

·4.30 pm to 6.30pm

and

2) inform this Authority on HS2 site related impacts on the public realm which would include workforce numbers with estimated activity profiles.

7.0 MAIN PLANNING ISSUES - High Speed Rail(London - West Midlands) Act

7.1 ROAD TRANSPORT

Site Access

It is noted that under Schedule 17 of the HS2 Act 2017 - Lorry Route approval is a requirement when LGV movements exceed 24 per day. However the suitability of the proposed points of access falls under a separate schedule 4 (parts 1/2) of the Act and therefore the submitted access

arrangements within this appraisal are considered indicative at this stage.

Workforce Transport Traffic Generation

Within the submitted Traffic Management Plan (TMP), alternate sustainable travel modes to and from the site are highlighted such as cycling, mini-bussing, public transport and walking. The proposal also demands the construction of a workforce car park which will accommodate personnel and sub-contractors. However there is no information with regard to estimated staff/sub-contractor numbers or modal split travel data. The Highway Engineer therefore notes that it is not possible to ascertain the profile and level of car-borne travel generated by the works. It is understood that the aforementioned details are still a 'work in progress' to be finalised at a later stage and would be inclusive to an updated future Traffic Management Plan (TMP).

LGV Traffic Generation

Overall, enabling works activities at the worksite are scheduled to take place between Autumn 2018 and Spring 2019. However, activities and predicted LGV movements can be broadly divided into those associated with the construction of the new MSD access road and also those which are required in conjunction with demolition and site clearance activities.

It is anticipated that the activities in respect of the new MSD access road will require up to 200 LGVs per week, equivalent to 400 movements per week. On the basis of a 5-day working week, this equates to a value of up to 80 LGV movements per day. These activities are anticipated to take place for approximately 5 months, between September 2018 to January 2019.

With respect of demolitions and site clearance activities, it is anticipated that these will require up to 200 LGVs per week, equivalent to 400 movements per week. On the basis of a 5-day working week, this equates to a value of up to 80 LGV movements per day. These activities are anticipated to take place between August 2018 and June 2019 (approximately 10 months).

Utilities works are planned to take place between August 2018 and June 2019. The extent of associated LGV movements is likely to be very low and as such this will be incorporated within the predicted maximum daily figure for the MSD worksite.

Given the above figures, it is anticipated that on average, up to a peak of 160 two-way LGV movements will be generated on a daily basis between September 2018 and January 2019 for the construction of the new MSD road, together with demolitions and site clearance activities, with a commensurate predicted drop in activity after this period to an average level of 80 LGV's per day, to June 2019, due to the completion of the haul road. Thereafter, de-mobilisation is anticipated to generate up to 24 LGV movements until July 2019 for approximately 1 month.

To summarise, at first, the figure of 160 two-way LGV movements will comprise the aggregated movements associated with the new haul route construction and the demolition/site clearance works. From January 2019, this figure will be solely associated with the demolition / site works, before the predicted level of daily LGV movements reduces to the predicted end of activities in July 2019.

Although peak traffic period generation figures have not been provided, the Highway Engineer recommends that peak traffic periods are avoided in full or in substantive part.

The Highway Engineer notes that the suggested construction routes will involve usage of the already heavily trafficked 'Classified' and TLRN road network. As is the norm, the peak morning and afternoon traffic periods are of most concern as these roads are running to over-capacity and the proposal will potentially add to current delays and congestion.

The Highway Engineer also notes that the submission fails to provide information on how the proposal would impact during traffic peak periods, with a lack of time-line distribution of the operational movements. Such information would indicate the frequency of LGV movements during the aforementioned peak periods and the remaining working day. Whilst the anticipated impacts may in fact be demonstrated to be de-minimis to the road network capacity, in the absence of submitted information, a fully informed judgement cannot be made.

In the absence of the above information and given the concerns about the timing of the traffic movements, an informative is recommended seeking a traffic management plan specific to the proposed works for this lorry route approval, which should include workforce numbers with estimated activity profiles and the measures to reduce impacts on peak hours of traffic (7.30 - 9.30am and 4.30 to 6.30pm).

8.0 BOROUGH SOLICITOR COMMENTS

The High Speed Rail Act 2017 received Royal Assent on 23 February 2017. Section 20 of the Act provides that planning permission is deemed to be granted under Part 3 of the Town and Country Planning Act 1990 for development authorised by the Act, subject to the other provisions of the Act and the conditions set out in Schedule 17. It is a condition of the deemed planning permission that the development must be begun no later than the end of 10 years beginning with the date on which the Act is passed.

The planning permission conferred by the Act is analogous to an outline planning permission, which settles the principle of the overall development of Phase One of the HS2 scheme, whilst leaving certain details to be approved at a later stage.

The Council, in its capacity as a local planning authority, was given a choice between having a wide or narrow range of planning controls in place in relation to the development required in respect of Phase One of the HS2 scheme. The Council elected to become a qualifying authority which means that in practice, it has a wide range of controls at its disposal which for example, include the ability to approve the detailed design of permanent structures such as the Colne Valley Viaduct and also to have an enforcement and approval role in relation to certain construction matters.

This is the second application submitted by HS2 Ltd which relates to road transport and as such, is governed by Schedule 17, paragraph 6 of the High Speed Rail Act 2017 which is headed 'Condition relating to road transport'.

This application essentially involves a request for approval for the movement of Large Goods Vehicles to and from HS2 work sites located on Breakspear Road South. LGVs are defined as vehicles exceeding 7.5 tonnes in gross weight and approval under Schedule 17 is only required in circumstances where there will be in excess of 24 LGV movements per day.

Schedule 17, paragraph 6 provides that the Council may only refuse to approve the application on the following two grounds:

1. the arrangements relate to development which ought to and can reasonably be considered in conjunction with development which has deemed planning permission under section 20 the 2017 Act.
2. the arrangements ought to be modified-
to preserve the local environment or local 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.

The Council may only impose conditions on approvals with the agreement of HS2 Ltd and on the ground referred to in paragraph 2 above.

The Borough Solicitor advises that on the basis of the information contained in the report, there are no proper grounds for refusing the application or imposing any conditions on it and therefore, he agrees with the recommendation that the application should be approved. The Borough Solicitor further agrees with the imposition of an Informative in the terms set out in the report.

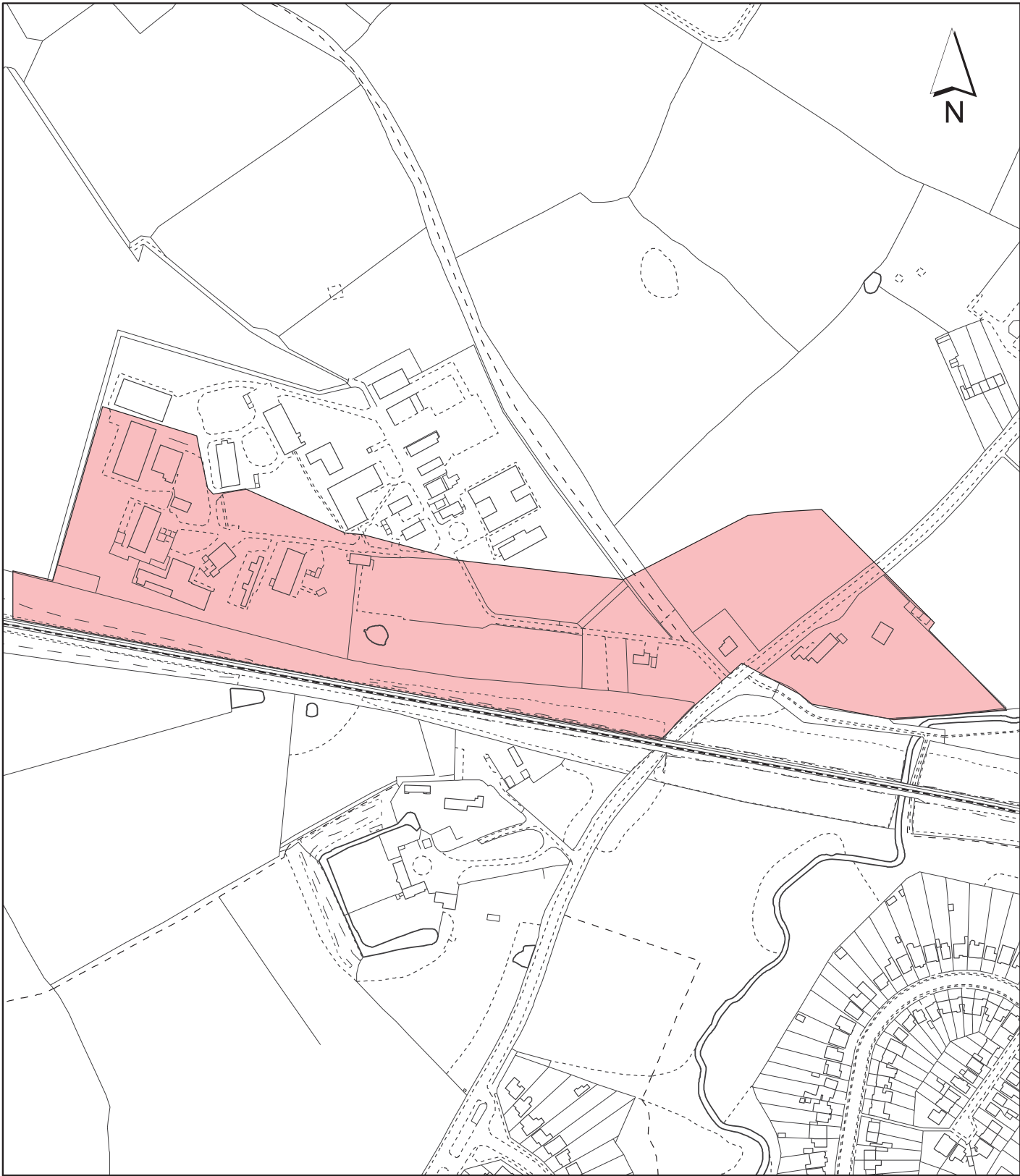
9.0 OTHER ISSUES



None.

10.0 REFERENCE DOCUMENTS

The High Speed Rail (London-West Midlands) Act 2017.

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<p>Notes:</p> <p> Site boundary</p> <p>For identification purposes only.</p> <p>This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).</p> <p>Unless the Act provides a relevant exception to copyright.</p> <p>© Crown copyright and database rights 2018 Ordnance Survey 100019283</p>	<p>Site Address:</p> <p style="text-align: center;">HS2</p> <p style="text-align: center;">Merck Sharpe Dohme (MSD) Site off Breakspear Road South</p>		<p>LONDON BOROUGH OF HILLINGDON</p> <p>Residents Services Planning Section</p> <p>Civic Centre, Uxbridge, Middx. UB8 1UW Telephone No.: Uxbridge 250111</p>
	<p>Planning Application Ref:</p> <p style="text-align: center;">72870/APP/2018/2952</p>	<p>Scale:</p> <p style="text-align: center;">1:3,500</p>	
	<p>Planning Committee:</p> <p style="text-align: center;">HS2</p>	<p>Date:</p> <p style="text-align: center;">October 2018</p>	