



Department for
Communities and
Local Government

Planning Act 2008

Guidance related to procedures for the compulsory acquisition
of land

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Introduction

1. The Planning Act 2008 (“the Planning Act”) created a new development consent regime for major infrastructure projects¹ in the fields of energy, transport, water, waste water, and waste.
2. This guidance is designed to assist those intending to make an application for a development consent order under the Planning Act where their application seeks authorisation for the compulsory acquisition of land or rights over land². Its aim is to help applicants understand the powers contained in the Planning Act, and how they can be used to best effect. This guidance also advises on the application of the correct procedures and statutory or administrative requirements, to help ensure that the process of dealing with such orders is as fair, straightforward and accurate for all parties as possible.
3. Sections 122 to 134 of the Planning Act set out the main provisions relating to the authorisation of compulsory acquisition of land. These provisions specify the conditions which must be satisfied if a development consent order is to authorise compulsory acquisition, apply the provisions of the Compulsory Purchase Act 1965 (with appropriate modifications), restrict the provision which may be made about compensation in an order, and set out additional requirements which apply in relation to certain special types of land and Crown land.
4. The Planning Act was amended by the Growth and Infrastructure Act 2013. In particular the Growth and Infrastructure Act made changes to the consent and certification requirements (sections 127, 131, 132, 137 and 138 of the Planning Act), and to the circumstances where special parliamentary procedure can be triggered (sections 128, 129, 131 and 132). These changes are reflected in the remainder of this guidance where they are relevant. References to the Planning Act in this guidance should be read as including the amendments made by the Growth and Infrastructure Act.

¹ Major infrastructure projects will be used throughout this guidance to refer to projects that are granted development consent under the Planning Act.

² Unless otherwise stated, in the remainder of this guidance document any reference to the compulsory acquisition of land also includes any compulsory acquisition of rights over such land.

Justification for seeking authorisation for compulsory acquisition

5. Applicants seeking authorisation for the compulsory acquisition of land should make appropriate provision for this in their draft development consent order.
6. Section 122 of the Planning Act provides that a development consent order may only authorise compulsory acquisition if the Secretary of State is satisfied that:
 - the land is required for the development to which the consent relates, or is required to facilitate, or is incidental to, the development, or is replacement land given in exchange under section 131 or 132, and
 - there is a compelling case in the public interest for the compulsory acquisition.
7. Applicants must therefore be prepared to justify their proposals for the compulsory acquisition of any land to the satisfaction of the Secretary of State. They will also need to be ready to defend such proposals throughout the examination of the application. Paragraphs 8-19 below set out some of the factors which the Secretary of State will have regard to in deciding whether or not to include a provision authorising the compulsory acquisition of land in a development consent order.

General considerations

8. The applicant should be able to demonstrate to the satisfaction of the Secretary of State that all reasonable alternatives to compulsory acquisition (including modifications to the scheme) have been explored. The applicant will also need to demonstrate that the proposed interference with the rights of those with an interest in the land is for a legitimate purpose, and that it is necessary and proportionate.
9. The applicant must have a clear idea of how they intend to use the land which it is proposed to acquire. They should also be able to demonstrate that there is a reasonable prospect of the requisite funds for acquisition becoming available. Otherwise, it will be difficult to show conclusively that the compulsory acquisition of land meets the two conditions in section 122 (see paragraphs 11-13 below).
10. The Secretary of State must ultimately be persuaded that the purposes for which an order authorises the compulsory acquisition of land are legitimate and are sufficient to justify interfering with the human rights of those with an interest in the land affected. In particular, regard must be given to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of acquisition of a dwelling, Article 8 of the Convention.

The purpose for which compulsory acquisition is sought

11. Section 122 of the Planning Act sets out two conditions which must be met to the satisfaction of the Secretary of State before compulsory acquisition can be authorised. The first of these is related to the purpose for which compulsory acquisition is sought. These three purposes are set out in section 122(2):

(i) the land is required for the development to which the development consent relates

For this to be met, the applicant should be able to demonstrate to the satisfaction of the Secretary of State that the land in question is needed for the development for which consent is sought. The Secretary of State will need to be satisfied that the land to be acquired is no more than is reasonably required for the purposes of the development.

(ii) the land is required to facilitate or is incidental to the proposed development.

An example might be the acquisition of land for the purposes of landscaping the project. In such a case the Secretary of State will need to be satisfied that the development could only be landscaped to a satisfactory standard if the land in question were to be compulsorily acquired, and that the land to be taken is no more than is reasonably necessary for that purpose, and that is proportionate.

(iii) the land is replacement land which is to be given in exchange under section 131 or 132 of the Planning Act.

This may arise, for example, where land which forms part of an open space or common is to be lost to the scheme, but the applicant does not hold other land in the area which may be suitable to offer in exchange. Again, the Secretary of State will need to be satisfied that the compulsory acquisition is needed for replacement land, that no more land is being taken than is reasonably necessary for that purpose, and that what is proposed is proportionate.

Compelling case in the public interest

12. In addition to establishing the purpose for which compulsory acquisition is sought, section 122 requires the Secretary of State to be satisfied that there is a compelling case in the public interest for the land to be acquired compulsorily.
13. For this condition to be met, the Secretary of State will need to be persuaded that there is compelling evidence that the public benefits that would be derived from the compulsory acquisition will outweigh the private loss that would be suffered by those whose land is to be acquired. Parliament has always taken the view that land should only be taken compulsorily where there is clear evidence that the public benefit will outweigh the private loss.

Balancing public interest against private loss

14. In determining where the balance of public interest lies, the Secretary of State will weigh up the public benefits that a scheme will bring against any private loss to those affected by compulsory acquisition.
15. In practice, there is likely to be some overlap between the factors that the Secretary of State must have regard to when considering whether to grant development consent, and the factors that must be taken into account when considering whether to authorise any proposed compulsory acquisition of land.
16. There may be circumstances where the Secretary of State could reasonably justify granting development consent for a project, but decide against including in an order the provisions authorising the compulsory acquisition of the land. For example, this could arise where the Secretary of State is not persuaded that all of the land which the applicant wishes to acquire compulsorily has been shown to be necessary for the purposes of the scheme. Alternatively, the Secretary of State may consider that the scheme itself should be modified in a way that affects the requirement for land which would otherwise be subject to compulsory acquisition. Such scenarios could lead to a decision to remove all or some of the proposed compulsory acquisition provisions from a development consent order.

Resource implications of the proposed scheme

17. Any application for a consent order authorising compulsory acquisition must be accompanied by a statement explaining how it will be funded. This statement should provide as much information as possible about the resource implications of both acquiring the land and implementing the project for which the land is required. It may be that the project is not intended to be independently financially viable, or that the details cannot be finalised until there is certainty about the assembly of the necessary land. In such instances, the applicant should provide an indication of how any potential shortfalls are intended to be met. This should include the degree to which other bodies (public or private sector) have agreed to make financial contributions or to underwrite the scheme, and on what basis such contributions or underwriting is to be made.
18. The timing of the availability of the funding is also likely to be a relevant factor. Regulation 3(2) of the Infrastructure Planning (Miscellaneous Prescribed Provisions) Regulations 2010 allows for five years within which any notice to treat must be served, beginning on the date on which the order granting development consent is made, though the Secretary of State does have the discretion to make a different provision in an order granting development consent. Applicants should be able to demonstrate that adequate funding is likely to be available to enable the compulsory acquisition within the statutory period following the order being made, and that the resource implications of a possible acquisition resulting from a blight notice have been taken account of.

Other matters

19. The high profile and potentially controversial nature of major infrastructure projects means that they can potentially generate significant opposition and may be subject to legal challenge. It would be helpful for applicants to be able to demonstrate that their application is firmly rooted in any relevant national policy statement. In addition, applicants will need to be able to demonstrate that:
- any potential risks or impediments to implementation of the scheme have been properly managed;
 - they have taken account of any other physical and legal matters pertaining to the application, including the programming of any necessary infrastructure accommodation works and the need to obtain any operational and other consents which may apply to the type of development for which they seek development consent.

Pre-application

20. A development consent order may only contain a provision authorising compulsory acquisition if one of the conditions set out in section 123(2)–(4) are met. These are that:
- the application for the order included a request for compulsory acquisition of land to be authorised - in which case the proposals will have been subject to pre-application consultation, and the other pre-application and application procedures set out in the Planning Act have been followed; or
 - if the application did not include such a request, then the relevant procedures set out in the Infrastructure Planning (Compulsory Acquisition) Regulations 2010 have been followed; or
 - all those with an interest in the land consent to the inclusion of the provision.

Preparatory work

21. Before an application is made, applicants will need to comply with the pre-application requirements set out in Chapter 2 of Part 5 of the Planning Act. In particular, sections 42 and 44 require applicants to consult those with interests in relevant land.
22. Applicants must also ensure that they comply with the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009 (“the Applications Regulations”). These contain specific requirements where compulsory acquisition is sought, including the following information:

- a statement of reasons (see paragraphs 31-33);
 - a statement to explain how the proposals contained in an order which includes authorisation for compulsory acquisition will be funded (see paragraphs 17-18);
 - a plan showing the land which would be acquired, including protected land and any proposed replacement land (see Annex C);
 - a book of reference (see Annex D).
23. Applicants are expected to seek their own legal and professional advice when preparing an application under the Planning Act. However, where an applicant has concerns or questions about technical points concerning a draft order, including provisions regarding compulsory acquisition, the Planning Inspectorate may be able to provide advice or clarification. Advice is also available to those who wish to make representations in respect of applications for development consent.

Consultation

24. Applicants are required under section 37 of the Planning Act to produce a consultation report alongside their application, which sets out how they have complied with the consultation requirements set out in the Act. Early consultation with people who could be affected by the compulsory acquisition can help build up a good working relationship with those whose interests are affected, by showing that the applicant is willing to be open and to treat their concerns with respect. It may also help to save time during the examination process by addressing and resolving issues before an application is submitted, and reducing any potential mistrust or fear that can arise in these circumstances.
25. Applicants should seek to acquire land by negotiation wherever practicable. As a general rule, authority to acquire land compulsorily should only be sought as part of an order granting development consent if attempts to acquire by agreement fail. Where proposals would entail the compulsory acquisition of many separate plots of land (such as for long, linear schemes) it may not always be practicable to acquire by agreement each plot of land. Where this is the case it is reasonable to include provision authorising compulsory acquisition covering all the land required at the outset³.

³ It should be noted that in some cases it may be preferable, or necessary, to acquire compulsorily rather than by agreement. In the case of land belonging to and held inalienably by the National Trust, because the Trust has no power to dispose of land so held, the compulsory acquisition of Trust land must be authorised in an order even if the Trust is minded not to oppose the proposals.

26. Applicants should consider at what point the land they are seeking to acquire will be needed and, as a contingency measure, should plan for compulsory acquisition at the same time as conducting negotiations. Making clear during pre-application consultation that compulsory acquisition will, if necessary, be sought in an order will help to make the seriousness of the applicant's intentions clear from the outset, which in turn might encourage those whose land is affected to enter more readily into meaningful negotiations.

Use of alternative dispute resolution techniques

27. In the interests of speed and fostering good will, applicants are urged to consider offering full access to alternative dispute resolution techniques for those with concerns about the compulsory acquisition of their land. These should involve a suitably qualified independent third party and should be available throughout the whole of the compulsory acquisition process, from the planning and preparation stage to agreeing the compensation payable for the acquired properties. For example, mediation might help to clarify concerns relating to the principle of compulsorily acquiring the land, while other techniques such as early neutral evaluation might help to relieve worries at an early stage about the potential level of compensation eventually payable if the order were to be confirmed.
28. The use of alternative dispute resolution techniques can save time and money for both parties, while its relative speed and informality may also help to reduce the stress which the process inevitably places on those whose properties are affected.

Other means of involving those affected

29. Other actions which applicants should consider initiating during the preparatory stage include:
- providing full information about what the compulsory acquisition process under the Planning Act involves, the rights and duties of those affected and an indicative timetable for the decision making process;
 - appointing a specified case manager to whom those with concerns about the proposed acquisition can have easy and direct access.
30. The applicant may offer to alleviate concerns about future compensation entitlement by entering into agreements with those whose interests are directly affected. These can be used as a means of guaranteeing the minimum level of compensation which would be payable if the acquisition were to go ahead (but without prejudicing any future right of the claimant to refer the matter to the Upper Tribunal (Lands Chamber), including the basis on which disturbance costs would be assessed.)

Statement of Reasons

31. The Applications Regulations require applicants to submit with their application a statement of reasons relating to the compulsory acquisition.
32. The statement of reasons should seek to justify the compulsory acquisition sought, and explain in particular why in the applicant's opinion there is a compelling case in the public interest for it. This includes reasons for the creation of new rights.
33. When serving a compulsory acquisition notice under section 134 of the Planning Act, applicants should also send to each person they are notifying a copy of the statement of reasons and a plan showing how that person's land is affected by compulsory acquisition proposals.

Examination

34. Applications for a development consent order authorising compulsory acquisition will be subject to the same examination procedures as all other applications under the Planning Act. These procedures are set out in the Infrastructure Planning (Examination Procedure) Rules 2010 and in a guidance document⁴.
35. Once an application has been accepted for examination, applicants must notify the people who have an interest in the application, and give them a deadline by which they can register their interest and assert their right to make representations about the application to the Planning Inspectorate (section 56 of the Planning Act) providing at least the minimum amount of time prescribed. When the application seeks an order authorising compulsory acquisition, applicants must also notify the Secretary of State of the names and other details of people who are affected (section 59 of the Planning Act).
36. Where the Secretary of State has accepted an application for an order which would authorise the compulsory acquisition of land, section 92 of the Planning Act requires the Secretary of State to hold an oral compulsory acquisition hearing if requested to by an "affected person"⁵ within the set deadline. At this hearing each affected person will be able to make oral representations regarding the compulsory acquisition request, subject to the procedures governing the hearing.

⁴ See guidance at: <https://www.gov.uk/government/publications/planning-act-2008-examination-of-applications-for-development-consent>

⁵ As defined in section 59(5) of the Planning Act.

Authorisation

37. The Secretary of State will decide whether an order can be made granting development consent which authorises the compulsory acquisition of land. Once an order authorising compulsory acquisition has been made, applicants must also ensure that they comply with the notification requirements specified under section 134 of the Planning Act.

Other relevant provisions in the Planning Act

Special categories of land

38. The compulsory acquisition of certain types of land (land held inalienably by the National Trust, land forming part of a common (including a town or village green), open space, or fuel or field garden allotment and statutory undertakers' land) is subject to additional restrictions. These restrictions are described in more detail in Annex A.

Crown land

39. Unlike other land, interests in Crown land cannot generally be compulsorily acquired. Therefore, where such land is required for a major infrastructure project, the land, or an interest in it held by or on behalf of the Crown, will need to be acquired through negotiation and bilateral agreement. Discussions between applicants and the appropriate Crown authority should start as soon as it is clear that such land or interests will be required⁶. As it may be possible that the project as a whole will not get development consent if a voluntary agreement with the Crown authority is not reached, the aim should be to ensure that agreement is in place no later than the time that the application for the project is submitted to the Planning Inspectorate.
40. Section 135 of the Planning Act does allow development consent orders to contain provisions which authorise the compulsory acquisition of an interest in Crown land where that interest is held by a party other than the Crown. Consent to the acquisition of such an interest must be given by the appropriate Crown authority for the land concerned before the compulsory acquisition provision can be included in a development consent order. Early discussions should be entered into in relation to such land where it is clear that such a provision will be required in the development consent order. Further details on the provisions of section 135 and the need for early agreement on Crown authority consents are set out in Annex B.

⁶ Land or interests held by the Crown or a Duchy as defined by section 227(3) and 227(4) of the Planning Act.

Other relevant provisions

41. Applicants should also note that section 125 of the Planning Act applies (with suitable modifications and omissions) the provisions of Part 1 of the Compulsory Purchase Act 1965 to all orders made under the Planning Act which authorise the compulsory acquisition of land (section 125 also makes suitable provision for land in Scotland). These provisions govern the procedures to be followed once the compulsory acquisition of land has been authorised under the Planning Act.
42. An order under the Planning Act may also provide for a general vesting declaration under section 4 of the Compulsory Purchase (Vesting Declarations) Act 1981.

Decisions

43. Unlike the two stage process which generally operates for compulsory purchase, whereby an order is made by an acquiring authority but then has to be confirmed by a Minister, an order under the Planning Act is made in a single stage and does not have to be confirmed by another authority. Unless it is subject to special parliamentary procedure, an order for development consent under the Planning Act becomes operative when it is made, unless a different coming into force date is provided for in the order itself.
44. Unless the order is subject to legal challenge, the applicant may then implement the compulsory acquisition provisions. Implementation of compulsory acquisition provisions may be by “notice to treat” or, if the order so provides, by “general vesting declaration”. A notice to treat must be served within 5 years or within any other period specified in the order.

Further guidance

45. The ODPM circular 06/2004 *Compulsory Purchase and the Crichton Down Rules* contains further general guidance on matters related to compulsory acquisition, including on serving a “notice to treat”, making a general vesting declaration, and compensation and other matters⁷.

⁷ Circular 06/2004 is currently being revised as part of the Government review of planning practice guidance.

Annex A:

Special categories of land

1. Certain special categories of land are subject to additional provisions in the Planning Act where it is proposed that they should be compulsorily acquired. This includes the possibility of any compulsory acquisition provision in the development consent order being subject to special parliamentary procedure.
2. Special parliamentary procedure requires those elements of a development consent order covering the compulsory acquisition of special land to be subject to further scrutiny by Parliament before it can come into effect.
3. Following the amendments to the Planning Act made by the Growth and Infrastructure Act 2013 the compulsory acquisition of the following types of land may, in certain cases, be subject to special parliamentary procedure:
 - Land held by the National Trust inalienably (section 130);
 - Land forming part of a common (including a town or village green), open space, or fuel or field garden allotment (sections 131 and 132).

For applications for development consent made after the commencement of the Growth and Infrastructure Act⁸, special parliamentary procedure will no longer apply where the land being acquired is held by a local authority or a statutory undertaker. Special parliamentary procedure will still apply, however, to land held by a local authority or statutory undertaker if that land is common land, open space, or fuel or field garden allotments and protected by sections 131 and 132.

National Trust Land

4. An order granting development consent may be subject to special parliamentary procedure to the extent that the order authorises the compulsory acquisition of land held inalienably by the National Trust.

⁸ The amendments made by the Growth and Infrastructure Act in respect of special parliamentary procedure will apply to all applications for development consent made on or after 25 June 2013. In addition, certain transitional and savings provisions apply to applications made on or after 19 October 2012 - see <http://www.legislation.gov.uk/ukxi/2013/1124/made>

5. Special parliamentary procedure will be triggered where the National Trust makes a formal objection to compulsory acquisition of that land and that objection is not withdrawn.

Commons (including town or village greens), open space, or fuel or field garden allotments

6. Sections 131 and 132 of the Planning Act make provision for special parliamentary procedure to apply where a development consent order authorises the compulsory acquisition of land, or rights over land, forming part of a common, open space, or fuel or field garden allotment.
7. Special parliamentary procedure will apply in such cases unless the Secretary of State is satisfied that one of the following circumstances applies:
 - replacement land has been, or will be, given in exchange for land being compulsorily acquired (sections 131(4) or 132(4));
 - the land being compulsorily acquired does not exceed 200 square metres in extent or is required for specified highway works, and the provision of land in exchange is unnecessary in the interests of people entitled to certain rights or the public (sections 131(5) or 132(5));
 - for open space only, that replacement land in exchange for open space land being compulsorily acquired is not available, or is available only at a prohibitive cost, and it is strongly in the public interest for the development to proceed sooner than would be likely if special parliamentary procedure were to apply (sections 131(4A) or 132(4A));
 - for open space only, if the land, or right over land, is being compulsorily acquired for a temporary purpose (sections 131(4B) or 132(4B)).

The last two of these circumstances were added by the Growth and Infrastructure Act. This Act also removed the separate procedural requirements for issuing a certificate where the Secretary of State is of the view that one of the circumstances described above applies⁹. Instead, these matters will be considered and determined as part of the development consent order application process and recommendations provided to enable the Secretary of State to reach a view.

⁹ Subject to the transitional and savings arrangements set out in the Commencement Order: <http://www.legislation.gov.uk/ukxi/2013/1124/made>

Replacement land

8. Where either section 131(4) or 132(4) of the Planning Act applies, the Secretary of State will have regard to such matters as relative size and proximity of the replacement land when compared with the land it is proposed to compulsorily acquire through the development consent order.
9. Land which is already subject to rights of common or to other rights, or used by the public, even informally, for recreation, cannot usually be given as replacement land, since this would reduce the amount of such land, which would be disadvantageous to the persons concerned. There may be some cases where a current use of proposed replacement land is temporary (e.g. pending development). In such circumstances it may be reasonable to give the land in exchange, since its current use can thereby be safeguarded for the future.

Other provisions

10. Where either section 131(5) or 132(5) of the Planning Act applies, the Secretary of State will need to be satisfied that both criteria are met:
 - the order land (in total) does not exceed 200 square metres in extent or is required for the widening or drainage of an existing highway or partly for the widening and partly for the drainage of such a highway, and
 - the giving in exchange of other land is unnecessary, whether in the interests of the persons, if any, entitled to rights of common or other rights or in the interests of the public.
11. In coming to a view as to whether the criteria are met, the Secretary of State will have regard to the overall extent of common land, open space land or fuel or field garden allotment land being acquired compulsorily. Where all or a large part of such land would be lost, the Secretary of State may be reluctant to be satisfied in terms of section 131(5) or 132(5).

Land held by statutory undertakers

12. The Growth and Infrastructure Act repealed sections 128 and 129 of the Planning Act. This removed the possibility of special parliamentary procedure applying to situations where a development consent order provided for the compulsory acquisition of land, or rights over land, held by a statutory undertaker for the purposes of their undertaking.

13. Section 127(2) of the Planning Act places restrictions on the compulsory acquisition of land held by statutory undertakers for the purposes of their undertaking. Where the land falls into the description set out in that section and a statutory undertaker makes a representation, the Secretary of State will need to be satisfied that:
- the land can be purchased and not replaced without serious detriment to the carrying on of the undertaking; or
 - if purchased, it can be replaced by other land belonging to, or available for acquisition by, the undertaker without serious detriment to the carrying on of the undertaking.
14. Section 127(5) places restrictions on the compulsory acquisition of rights over statutory undertakers' land where new rights over that land are created. If the circumstances in that subsection apply the Secretary of State will need to be satisfied that:
- the rights can be purchased without any serious detriment to the carrying on of the undertaking, and;
 - any consequential detriment to the carrying on of the undertaking can be made good by the undertaker by the use of other land belonging to or available for acquisition by the undertaker.

Annex B:

Crown Land

Compulsory acquisition of an interest in Crown land

1. Section 135(1) of the Planning Act enables development consent orders authorise the compulsory acquisition of an interest in Crown land where that interest is held by a party other than the Crown. Such an interest could include, for example, a lease granted over Crown land to a third party that is not itself the Crown, or an easement or right of way over Crown land granted to such a third party.
2. If provisions to compulsorily acquire such interests are to be included in a development consent order, then the consent of the appropriate Crown authority¹⁰ is needed. It is important that such consent is obtained at the earliest opportunity as the development consent order cannot be made by the Secretary of State until the consent of the Crown authority is in place. The applicant for a project should ensure that any discussions with the Crown authority are started as soon as it is clear that an interest in Crown land will need to be acquired – i.e. before their application is submitted to the Planning Inspectorate for acceptance. The aim should be to ensure that Crown consent is in place before the application for the development consent order is submitted. If consent is not granted by the time an application is submitted, then the applicant should give an indication of when they expect consent to be received. At the very latest, this should be by the time the examination phase of the project is completed. This will allow the Examining Authority's recommendations to the Secretary of State on whether to grant development consent for the project to include a reference to the outcome of the application for Crown consent.
3. Early engagement is vital to ensure that the section 135 consenting requirement does not delay the final decision by the Secretary of State on the development consent order. It is the responsibility of applicants to notify the appropriate Crown authority if a section 135(1) consent is required. Applicants and Crown authorities are expected to do all they reasonably can to ensure an early resolution of any Crown consent needed. If, following notification by the applicant, it is clear that Crown consent is not going to be given, the appropriate Crown authority will aim to notify the applicant of the project before their application is submitted to the Planning Inspectorate.

¹⁰ See section 227 of the Planning Act.

4. Applicants should note that certain Crown authorities may be unable to give general consents for compulsory purchase of interests in Crown land, and applicants should therefore be in a position to identify the specific third party interests which are required to be compulsorily purchased. Drafting in the development consent order may be needed to reflect this and where further specific interests are then identified, further consent would then be required from the appropriate Crown authority.

Other Provisions applying to Crown Land

5. Section 135(2) of the Planning Act allows a development consent order to include any provision which applies "in relation to Crown land or rights benefiting the Crown", but only if the appropriate Crown authority consents to the inclusion of the provision. These provisions could include, for example, a power to use Crown land temporarily for construction or maintenance of a project. "Rights benefiting the Crown" do not include rights that benefit the general public.
6. If the applicant is proposing to include such provisions in a draft development consent order, they should seek early discussions with the relevant Crown authority on whether such consent is likely to be granted before they submit their application to the Planning Inspectorate for acceptance. The Crown authority should also provide an early view on any issues that will need to be resolved if their consent is to be granted. These can then be taken into account by the applicant before they submit their application to the Planning Inspectorate. Any outstanding matters should then be identified in the application so these can be covered during the examination if relevant.
7. Wherever possible, the applicant should seek, and the Crown authority should give, a consent decision before the application is submitted, even if that is only on an "in principle basis" in advance of the examination of the project. The Crown authority should give a final decision on Crown consent by the time the examination of the project is completed. This will ensure that all relevant issues are covered during the examination and that a decision by the Secretary of State on the development consent order is not delayed by the need for Crown authority consent. If, at decision stage, the Secretary of State decides to make changes to the development consent order that go beyond the scope of the earlier Crown consent, then the Crown authority will be consulted and invited to give a final consent. Again decision on that final consent should be given promptly so the final decision on the development consent for the project is not delayed.

Annex C:

Plan which must accompany an application seeking authorisation for compulsory acquisition

1. The Applications Regulations require a land plan (see regulation 5(2)(i)) to identify any land over which it is proposed to exercise powers of compulsory acquisition or any right to use land.
2. Applicants should ensure that references to the plan in the draft order and other documentation relating to the application correspond exactly with headings on the plan itself.
3. All land to be compulsorily acquired, and any replacement land, should be clearly identified on the plan by colouring or by any other method at the discretion of the applicant. Where it is decided to use colouring, the long-standing convention (without statutory basis) is that land proposed to be acquired is shown pink, land over which a new right would subsist is shown blue, and replacement land is shown green. Where black-and-white copies are used they must still provide clear identification of the land to be compulsorily acquired and, where appropriate, any replacement land (e.g. by suitable shading or hatching).
4. The use of a sufficiently large scale, Ordnance Survey based map is important. The Applications Regulations specifies that maps should be on a scale no smaller than 1/2500. However, experience has shown that for compulsory acquisition a map of this scale is only suitable for rural areas. In general, the map scale should not be smaller than 1/1250, and for land in a densely populated urban area, the scale should be at least 1/500 and preferably larger. Where the order involves the acquisition of a considerable number of small plots, the use of insets on a larger scale is often helpful. Where a plan requires three or more separate sheets, they should be bound together, and a key plan should be provided showing how the various sheets are interrelated.
5. Where it is necessary to have more than one sheet, appropriate references must be made to each of them in the text of the draft order so that there is no doubt that they are all related to the order. If it is necessary to include a key plan, then it should be purely for the purpose of enabling a speedy identification of the whereabouts of the area to which the order relates. It should be the plan itself, and not the key plan which identifies the boundaries of the land to be acquired.

6. It is also important that the plan should show such details as are necessary to relate it to the description of each parcel of land (including land affected by temporary occupation) described in the book of reference. This may involve marking on the map the names of roads and places or local landmarks not otherwise shown.
7. The boundaries between plots should be clearly delineated and each plot separately numbered to correspond with the book of reference. Land which is delineated on the map but which is not being acquired compulsorily should be clearly distinguishable from land which is being acquired compulsorily.
8. There should be no discrepancy between the description of the land in the book of reference and the plan, and no room for doubt on anyone's part as to the precise areas of land which are to be compulsorily acquired. Where uncertainty over the true extent of the land to be acquired causes or may cause difficulties, the Secretary of State may refuse to make the order until this is made clear.
9. Where an applicant seeks authorisation for compulsory acquisition of additional land not included in the original application, and has not therefore been able to comply with the Applications Regulations, they must either secure the consent of all those with an interest in the land in question or observe the relevant procedures set out in the Infrastructure Planning (Compulsory Acquisition) Regulations 2010.

Annex D:

The Book of Reference

1. The book of reference is defined in the Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009. It comprises a book, in five Parts, together with any relevant plan.
2. Part 1 should contain the names and addresses for service of each person within Categories 1 and 2 in respect of any land which it is proposed shall be subject to:
 - (i) powers of compulsory acquisition;
 - (ii) rights to use land, including the right to attach brackets or other equipment to buildings; or
 - (iii) rights to carry out protective works to buildings;

Category 1 persons are the owners, lessees, tenants, or occupiers of land. Category 2 persons are those who have an interest in the land or who have the power to sell or convey the land or release the land.
3. Part 2 should contain the names and addresses for service of each person within Category 3. These are persons who might be entitled to make a relevant claim if the development consent order were to be made and fully implemented (section 57(4) of the Planning Act).
4. Part 3 should contain the names of all those entitled to enjoy easements or other private rights over land (including private rights of navigation over water) where these would be extinguished, suspended or interfered with as a result of the provisions in the development consent order for which an application is being made.
5. Part 4 should specify the owner of any Crown interest in the land which it is proposed to use for the purposes of the development consent order for which an application is being made.
6. Part 5 should specify land the acquisition of which could be subject to special parliamentary procedure, or which is special category land or which is replacement land for land being compulsorily acquired.

7. The descriptions of each plot of land included in parts 1-5 of the book of reference where it is intended that all or part of the proposed development and works shall be carried out, should include the area in square metres of each plot.

8. Applicants will need to be aware that each part in the book of reference serves a different purpose and persons may need to be identified in one or more parts. For example, a person entitled to enjoy easements or other private rights over land which the applicant proposes to extinguish, suspend or interfere with identified in Part 3 should also be recorded in Part 1 as a person within categories 1 or 2 as set out in section 57 of the Planning Act. Part 4 should specify the owner of any Crown interest in land it is proposed to be used for the purposes of the development consent order. Some (although not necessarily all) of these Crown interests may also be identified in the descriptions of land contained in Part 1 which will be subject to powers of compulsory acquisition, rights to use land or rights to carry out protective works to buildings.
9. Applicants should not add any further (non-prescribed) parts to a book of reference, for example schedules of statutory undertakers or other like bodies having or possibly having a right to keep equipment on, in or over the land within the order limits. 'Dashes' or other ambiguous descriptions should be avoided. Diligent inquiry should enable applicants to know whether or not such persons have an interest or right in land for the purposes of section 57 and if they are known to applicants the names and addresses should be contained in the relevant part(s) of the book of reference.
10. Where it is proposed to create and acquire new rights compulsorily they should be clearly identified. The book of reference should also cross-refer to the relevant articles contained in the development consent order.