

REPORT TO THE STRATEGIC PLANNING COMMITTEE

Date of Meeting	20 June 2018
Application Number	17/10550/WCM
Site Address	Sands Farm and Lower Compton Landfill, Calne, SN11 8RB
Proposal	Hills HGV Relief Road.
Applicant	Hills Waste Solutions Ltd
Town/Parish Council	Calne Without / Cherhill
Electoral Division	CALNE SOUTH AND CHERHILL – Cllr Alan Hill
Grid Ref	401869 170952
Type of application	County Matter
Case Officer	Jason Day

Reason for the application being considered by Committee

1. The Head of Development Management considers that this suite of applications should be considered by the committee as they involve matters of strategic significance that have previously been considered by the committee and that have raised matters of public interest that have been contested both at appeal and in the Courts.

Purpose of Report

2. The purpose of the report is to assess the merits of the proposal against the policies of the Development Plan and other material considerations and to consider the recommendation that authority be delegated to the Head of Service for Development Management to grant conditional planning permission, subject to the completion of a planning obligation under Section 106 of the Planning Acts to address highway matters.

Report Summary

3. Hills Waste Solutions Ltd has submitted a suite of five planning applications at Lower Compton and Sands Farm which together set out their proposals to manage waste and minerals in a way which deals with the concerns raised by the Planning Authority and the local community during the determination of planning application ref: 14/09744/WCM (to retain and extend the existing Lower Compton Materials Recycling Facility, including transfer activities, screening bund and ancillary activities and development).
4. This report considers the planning application made for an 'HGV Relief Road'.

5. The key issues in considering the application are as follows:
 - Principle of the development.
 - Traffic and Transport
 - Air Quality
 - Noise and Vibration
 - Landscape and Visual Impact
 - Biodiversity

6. To date, the application has generated a total of 150 letters of objection from individuals and none in support. This includes additional letters of objection that have been submitted in response to publicity of further environmental information requested as part of the determination process.

7. Calne Without Parish Council objects to the application. Calne Town Council supports the applications, subject to provisos.

Background

8. In October 2014, Hills Waste Solutions Ltd applied for permanent planning permission (application ref: 14/09744/WCM) to retain and extend the Materials Recycling Facility, including transfer activities, screening bund and ancillary activities and development. Existing temporary consent (first granted in 1997) expired on 31 December 2016. In June 2015 the Council's Strategic Planning Committee refused the application.

9. An appeal was made against the refusal to grant planning permission and was heard by an independent Planning Inspector by Public Inquiry. The Inquiry sat for 7 days in September 2016 and February and March 2018. The inspector allowed the appeal and granted planning permission 12 June 2017.

10. Permission was granted to retain and extend the Materials Recycling Facility, including transfer activities for 119,000 tonnes of waste per annum. The approved development comprised three elements of waste management operations, with a proposed extension to the Lower Compton MRF building to accommodate them:-
 - A Materials Recycling Facility (MRF),
 - A Municipal Solid Waste (MSW) transfer operation; and
 - Green waste transfer;

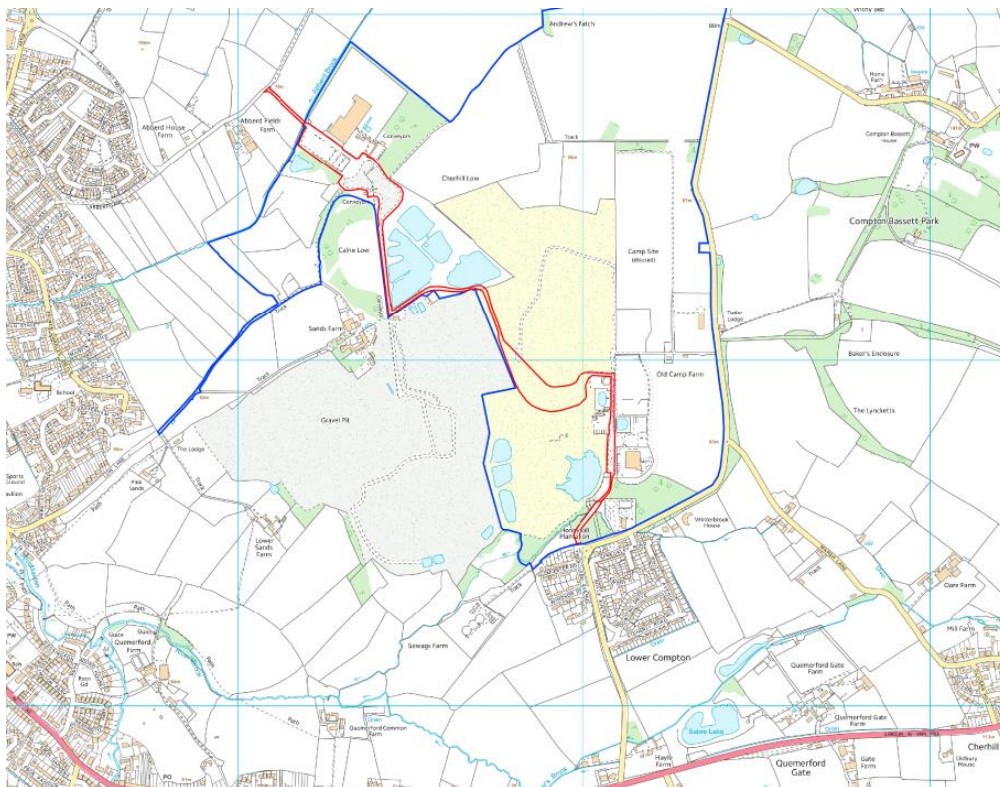
11. A claim under section 288 of the Town and Country Planning Act 1990 challenging the decision of a planning inspector was made by Wiltshire Waste Alliance Ltd in July 2017.

12. The legal challenge created uncertainty regarding the deliverability of a Materials Recycling Facility that is required to implement Wiltshire Council's new household waste collection service starting on 30 July 2018 and consequently created the need for Hills Waste Solutions to bring forward other options.

13. Rather than take forward the extension to the existing MRF at Lower Compton, Hills Waste is proposing to install the equipment for the co-mingled MRF in the adjacent former Concrete Products Factory at Sands Farm, Calne and create a link road to join the two sites. The Lower Compton MRF, at its existing size, would be used for the transfer of MSW and the transfer of Green waste.
14. When the plans for retaining and extending Lower Compton were being considered and applied for, the option of using the former Concrete Products Factory at Sands Farm was not available. The extended period of time that the Lower Compton proposals have been in the planning and courts system has seen a number of changes and the acquisition by Hills of the Sands Farm Concrete Products Factory has allowed this option to come forward.
15. The legal challenge was heard in the Planning Court on 1-2 May 2018 and the judge found the challenge to succeed on two grounds. The Court has ordered that the decision of the planning inspector granting planning permission to retain and extend the MRF at Lower Compton shall be quashed and remitted back to the Secretary of State for redetermination.

Site Description

16. The Lower Compton site is located about 1 Km east of Calne, 1Km north of the A4 and just north of the residential area of Lower Compton, where the site access road joins the public highway. Compton Bassett is about 1.6Km to the north east. The Sands Farm site is located immediately east of Calne, and lies approximately 1.3km to the north-west of the Lower Compton MRF site.



17. The application documents note that the Lower Compton and Sands Farm sites have been in operation in various forms over sixty years and have, during that time, been referred to in different ways. The applications use the term 'Sands Farm Facility' to encompass the building and its associated yards which has planning consent as a Concrete Products Factory. This sits alongside a sand processing operation, historically known as Sands Farm Quarry, but now forming part of Calne Quarry which encompasses mineral reserves both associated with Sands Farm, Freeth Farm and Lower Compton. As well as the sand processing, this is served by an area of silt lagoons. The now closed Sands Farm Landfill immediately east of Calne remains the responsibility of a different landowner/operator; Viridor.
18. 'Lower Compton' is the term used to refer to all of the operations to the east of Sands Farm. This includes the Lower Compton Materials Recycling Facility, Household Recycling Centre, Concrete Batching Plant, green waste management, recycling recovery and transfer, landfill and mineral extraction at the original Lower Compton site and the Old Camp Farm and Low Lane extensions. The now closed Sands Farm landfill immediately east of Calne remains the responsibility of Viridor.

Planning History

19. The relevant planning history for the Sands Farm and Lower Compton sites is summarised as follows:

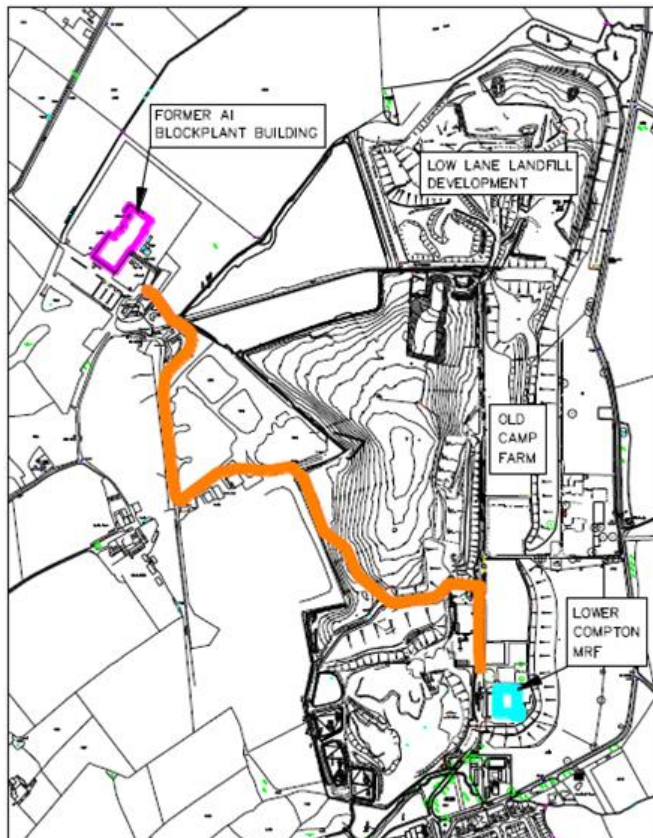
N/88/1828	Application for the decorative concrete products factory and stock yard
N/90/1721	Extension to the sand extraction operations with restoration back to agriculture by the importation of waste
N/08/07016 –	Application for the extraction of sand followed by backfilling with clay to original ground levels and restoration to an orchard at Sands Farm
N/10/03782/WCM –	Variation of condition 11 of N/88/1828 to allow moulding to be undertaken at the concrete products factory.
N/10/03280/WCM -	Construction of conveyor to link Low Lane and Old Camp Farm mineral extraction to Sands Farm Quarry and retention of processing plant.
N/13/01610/WCM -	Extension to Condition 9 of N.88/1828 (Resubmission of 12/03244/WCM) to retain concrete products factory to 30 November 2022 or cessation of the processing of sand as permitted under planning permission N/10/03280/WCM whichever is the sooner.
N.96.1074	Continued restoration of Sand Workings by tipping
N.00.0182	Varied to change the restoration drawings in condition 1
N.01.2803	Extension to sand quarry and infilling with waste and variation of condition to amend restoration scheme;
N.04.3060	Section 73: Extension to sand quarry and infilling with waste without complying with Condition 2 of planning permission N.01.2803;
N.06.07021	Section 73: Extension to sand quarry and infilling with waste without compliance with Condition 8 of Planning Permission N.04.3060 (Operating Hours);

N.06.07008	Section 73 application for extension to a sand quarry and infilling with waste, without complying with conditions 3 (end date) and 5 (phasing and restoration) of N.04.3060;
N.09.01497	Section 73 Application - Extension to a Sand Quarry and Infilling with Waste Without Compliance with Condition 8 of Planning Permission N.06.07008 (Hours of Operation)
N.06.07009	Low Lane Extension - Mineral Extraction and Restoration to Agriculture Using Imported Waste
N/11/03553/WCM	S73 Application: Extension of Mineral & Landfill Operations Without Compliance with Condition 9 of N/06/07009 to Change Operation Hours
13/05229/WCM	S73 Application - Extension of mineral and landfill operations without compliance of Condition 2 of N/11/03553/WCM to extend mineral extractions until 31 December 2018
N.96.2022	Environmental Improvements (screen bund) and the provision of a Materials Recycling Facility
N.06.07018	S.73 application: Use of the MRF without compliance with condition 5 of planning Permission N.96.2022 dated 27 March 1997.To change operational hours at the MRF approved under consent ref.N.96.2022.
N/06/07003	Household Recycling Centre
N/04/0665	Concrete Plant
N/09/01497	Mineral Extraction and Landfill
13/05229WCM	Low Lane Mineral Extraction and Landfill
N/09/01498WCM	Composting Operations
N/06/07019	Recycling and recovery facility and composting facility
N/05//07042	Temporary container storage and parking area
N/06/07017	Lorry Parking north of MRF
N/99/0977	Electricity Generation Plant
N09/0932	Compost & Soil Blending
14/09744/WCM	Retain and extend existing Materials Recycling Facility including transfer activities, screening bund and ancillary activities and development

The Proposal

20. Hills Waste Solutions Ltd has submitted a suite of five planning applications at Lower Compton and Sands Farm which together set out Hills' proposals to manage waste and minerals in a way that it considers to address the concerns raised by the Planning Authority and the local community during the determination of planning application ref: 14/09744/WCM (to retain and extend the existing Lower Compton Materials Recycling Facility, including transfer activities, screening bund and ancillary activities and development).
21. The five applications comprise: -
 - i. **HGV Relief Road - The relief road will allow all HGVs associated with Hills operations, mineral, concrete and waste, to access the facilities either from Sands Farm or Lower Compton without using the A4 in the centre of Calne. (Ref No: 17/10550/WCM);**

- ii. Retention and Change of Use of the Concrete Products factory to a mixed industrial, storage and waste management use. This development would use the HGV Relief Road. (Ref No: 17/10554/WCM);
 - iii. Change of Use of the existing Lower Compton MRF only for waste transfer (not waste transfer and MRF as originally consented at the now quashed appeal) and to retain the building in its existing configuration, not to extend its size. This development would make use of the HGV Relief Road. (Ref No: 17/10557/WCM).
 - iv. Section 73 application to extend the life of the Lower Compton and Old Camp Farm areas for mineral extraction until October 2029 and restoration by landfill until 2042. This development would utilise the HGV Relief Road. (Ref No: 17/10539/WCM) and;
 - v. Section 73 application to extend the time period for restoration by landfill of the Low Lane site until August 2028. This development would utilise the HGV Relief Road. (Ref No: 17/10543/WCM).
22. Each of the applications includes details of a Traffic Management Plan, the effect of which will be to divert all HGV traffic using the sites around the Air Quality Management Area (AQMA) in the centre of Calne.
23. This report considers the planning application (i) made for a 'HGV Relief Road'.
24. The planning application seeks permission for the construction of a road across part of Lower Compton Landfill site and the use of the existing internal roads to form a link from Abberd Lane, Calne to the C15 at Lower Compton (route shown in orange on plan below).



25. Recent planning applications at Lower Compton have highlighted local concern about increasing traffic levels in Calne and although Hills-related HGVs make up only a small part of the total vehicles, the acquisition by Hills of the Sands Farm Concrete Products Factory in late 2016 has allowed this relief road scheme to be devised.
26. The relief road will allow all HGVs associated with Hills operations, mineral, concrete and waste, to access the facilities either from Sands Farm or Lower Compton without travelling through the centre of Calne and its associated Air Quality Management Area (AQMA).

Route of link road

27. The application area for the relief road extends from the west, at the existing entrance to the Sands Farm Facility (SFF) off Abberd Lane, past the Sand Processing Plant, turning south along the Sands Farm Landfill access road, then east between the silt lagoons for the processing plant and the Viridor landfill gas plant. The route then crosses into the Lower Compton Landfill through the existing hedge boundary. A small section of planting will be removed at this point.
28. From this point, the line of the road has been determined by the existing contours of the landfill. The road follows the boundary between the Lower Compton Landfill and the Sands Farm Landfill before turning east and crossing the Lower Compton Landfill. It passes to the north of the landfill site offices and the landfill gas plant before joining the existing access road. The section across the landfill has yet to be constructed, while the rest of the road already exists.
29. From the landfill gas plant, the road turns south and passes the green waste management area, recycling recovery area, concrete plant, existing MRF, weighbridges and the Household Recycling Centre before exiting onto the public highway at Lower Compton.

Construction detail

30. Much of the road as proposed already exists and is in use, with only the section at Lower Compton Landfill to be constructed. That construction work is estimated to take 4-6 weeks. The route will utilise the existing concrete road from the SFF to the Sands Farm Landfill office.
31. The section across the Lower Compton landfill will be aggregate surfaced and approximately 10m in width. This surface, being on the landfill is subject to some settlement and aggregate surfacing is flexible to deal with this, whereas concrete or Tarmac would crack and fail. It will be built on an engineered clay sub base. Access roads are frequently constructed as part of the on-going work across the wider site and no particular difficulties have been identified with this road. In designing the road, the Environment Agency was consulted and has agreed this proposal of a road over the capped landfill.
32. One additional section of the road will be subject to substantial upgrading. The east-west section south of the silt lagoons and north of Viridor's landfill gas and leachate plants will be surfaced with tarmac. This section currently comprises loose material and therefore requires a more robust surfacing. It is not subject to settlement, therefore tarmac can be used.

33. Over the length of the relief road, the widths will vary as dictated by the existing road structure. Passing places will be incorporated to deal with two-way traffic and the one-way system around the Sand Processing Plant at Sands Farm Facility will be used. The HGV relief road will not be open to the public. The road will only be in use by HGV traffic during the operational hours of the wider facility, which are restricted by planning conditions. No street lighting will be installed.
34. Vehicles parked at Sands Farm will use the Abberd Lane access and the HGV relief road to Lower Compton from 06:00. No operations on site are proposed until 07:00.
35. The development proposals result in new routing options for site HGVs. This is to be secured by Traffic Management Plan (copy provided at Appendix 1) by unilateral undertaking under section 106 of the Town and Country Planning Act 1990. All HGVs travelling to/from the north and west, from Chippenham, the M4 via J16 will now use the Sands Farm Access via the A3102, and traffic travelling to/from the south and east will now use the Lower Compton access via the A4 and Blackland.

Environmental Impact Assessment

36. The application is accompanied by an Environmental Statement (ES) which reports the results of an Environmental Impact Assessment (EIA) undertaken of the proposed development, in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.
37. The scheme assessed by the Environmental Statement (ES) is subject of two planning applications: -
 - Retention and change of use of Concrete Products Factory to mixed employment, Industrial, Waste and Ancillary Uses' [application ref: 17/10554/WCM], and;
 - Application for an internal road linking the Sands Farm Facility to Lower Compton' - this will link the Facility at Sands Farm with the landfill site at Lower Compton [application ref: 17/10550/WCM].
38. The ES includes assessments of environmental effects relating to:
 - Reasonable Alternatives studied
 - Landscape and Visual Impact Assessment
 - Noise and Vibration Impact Assessment
 - Traffic and Transport Assessment
 - Air Quality Impact
 - Biodiversity Impact
39. Following a request from the Council, the applicant provided further information to extend the study area for the Transport Assessment of the ES to consider the likely impact of the proposals on the use of the A342 through Sandy Lane as an alternative route to the A3102 through Mile Elm, and the use of the junction of the A342 with the A4 at Derry Hill.

40. A further version of the ES Traffic and Transport Assessment has also been provided to describe the environmental impacts in the case where a legal challenge against the previous permission (ref: 14/09744/WCM) granted on appeal in June 2017 was successful.

Statement of Community Involvement

41. The applicant provided details of consultations with key stakeholders and local community representatives on this alternative proposal to the development of a Material Recycling Facility (MRF) and Waste Transfer Station (WTS) at Lower Compton. A document has been produced setting out details of planning applications and illustrated on a pull-out site plan and map.
42. Groups consulted regarding the plans include members of the Calne Area Board, Calne Area Parish Forum, members of Calne Without / Cherhill / Compton Bassett Parish Councils, the Lower Compton Community Liaison Group and representatives of Wiltshire Waste Alliance. Presentations, site tours and meetings have been provided.

Planning Policy

43. Operations and uses, including development relating to access to highways, ancillary to the use of land, the carrying out of building, engineering or other operations or the erection of plant or machinery for the purposes of waste management, are prescribed as “county matters” (minerals and waste application). The following Development Plan documents and policies have been considered for this planning application:

Wiltshire and Swindon Waste Development Control Policies DPD, September 2009

- WDC1: Key criteria for ensuring sustainable waste management development
- WDC2: Managing the impact of waste management
- WDC7: Conserving landscape character
- WDC8: Biodiversity and Geological Interest
- WDC11: Sustainable transportation of waste

Wiltshire and Swindon Waste Site Allocations Local Plan, February 2013

- Policy WSA1: Presumption in Favour of Sustainable Development
- Inset Map 3: Hills Resource Recovery Centre, Compton Bassett
- Table 2.3: Hills Resource Recovery Centre, Compton Bassett

Wiltshire Core Strategy, January 2015

- Core Policy 8: Calne Community Area;
- Core Policy 50: Biodiversity and geodiversity
- Core Policy 51: Landscape;
- Core Policy 55: Air Quality;
- Core Policy 60: Sustainable Transport;
- Core Policy 61: Transport and Development;

- Core Policy 62: Development impacts on the Transport Network;
- Core Policy 65: Movement of Goods

Calne Community Neighbourhood Plan 2016-2026 (Made February 2018).

- Policy GA2 – Highway Impact
- Policy WS1 – Employment
- Policy NE2 – Setting of Calne and Calne Without
- Policy NE3 – Biodiversity

National Planning Policy context.

44. The following documents are also material to the consideration of the planning application:
- The National Planning Policy Framework (March 2012)
 - The National Planning Policy for Waste (October 2014)

Summary of consultation responses

45. The application has been the subject of three periods of consultation in response to initial and further submissions by the applicant. The following summary represents the position of consultees following the outcome and conclusion of the consultation exercises and is not intended to be a full detailed description of all comments submitted during each of the consultations undertaken.
46. **Calne Without Parish Council** – objects for following reasons:

If the linked applications 17/10554 and 17/10557 are consented then this application would result in around 300 daily HGV movements over the top of the landfill that will be highly visible and audible from the adjacent Area of Outstanding Natural Beauty resulting in a significant loss of amenity every day between 6am and 8pm.

The sub-surface of the central section of the cross link road will be landfill material. The weight and vibration of so many heavy HGVs will de-stabilise the surrounding landfill and is likely to result in the release noxious smells and methane as the containment top surface is breached.

The vehicle movements that would result from the proposals would give rise to unnecessary environmental damage and significantly impact the safety of road users and residents near the proposed HGV routes.

Much is made of the impact of reducing the HGV movements through the Air Quality Management Area (AQMA) in the centre of Calne. Air quality in Calne has been improving steadily in recent years, in fact, only two of the 7 sites monitored within the Calne AQMA still exceed the 40 µg/m³ limit for NO₂. Of the two sites exceeding the limit (Curzon St and New Road) the New Road site will experience reduced HGV traffic resulting from the applicant's plans to re-route their HGVs from the north and west. However, none of the three most polluted sites would receive any benefit by

diverting the 118 HGV trips a day from the south as they currently do not use these roads. The only benefit of re-routing this traffic from the south would be to further reduce HGVs on London Road and Silver St which have not exceeded the NO2 limit for some years and would no longer qualify as an AQMA.

The proposed traffic management plan is unreasonable as it requires only the approval of Calne Town Council with no requirement to consult with the adjoining parish or town councils that would be directly affected by the extra HGVs.

The Parish Council objects to the rerouting of Hills HGV traffic from the south of the county. The proposed route through the villages of Sandy Lane, Derry Hill and Studley is a much longer, more circuitous route with 4 steep hills and through junctions with very significant safety concerns. The only benefits are to provide further reductions in HGVs and negligible additional environmental benefits on Silver St and London Road in Calne, neither of which have exceeded permitted air quality levels for 5 years and would no longer qualify to be part of an Air Quality Management Area (AQMA). There is a corresponding environmental disbenefit to villages along the proposed route.

The Council supports the rerouting of Hills HGVs from the north and west as they would use the most direct and shortest routes, reducing mileage and removing all Hills HGV traffic (185 HGVs) from Calne Town Centre and the only parts of the AQMA where pollution exceeds permitted levels. Rerouting their traffic from the north and west also brings some benefits to London Road and Quemerford and Lower Compton by removing 185 HGVs.

The Council believes it is important to disaggregate the implications of rerouting the HGVs from the south from the undoubted overall benefits derived from rerouting the Hills traffic from the north and west.

47. **Calne Town Council** – unanimously resolved to consider these five applications together; the Town Council will support the applications subject to:

- Appropriate conditions which require the creation, implementation and operation of the HGV relief road and adoption of the traffic management plan prior to the commencement of any of the proposed developments.
- Appropriate signage around the town to advise drivers of the approved routes to access and exit the sites (provided by way of a S106 agreement).
- Appropriate conditions to manage the wheel washing and canopying of loads.
- Financial contribution to the setup and delivery of an education programme to address road safety in local schools.

48. **Environment Agency** - no objection to the application, but request that an informative be added to any permission granted regarding the need for a permit to carry out any works associated with the access route crossing the Abberd Brook.
49. **Natural England** – no objection. The site is immediately adjacent to the North Wessex Downs AONB and as such advises that national and local policies, together with local landscape expertise and information, are used to determine the proposal. Advise that the relevant AONB Partnership or Conservation Board be consulted.
50. **Historic England** - do not wish to offer any comments.
51. **North Wessex Downs AONB Partnership** – no comments received.
52. **Wiltshire Council Archaeology** – no comment.
53. **Wiltshire Council Highways Officer** – comments that the provision of an internal relief road would enable HGV movements associated with all the Hills Waste operations to access and exit different parts of the site via Sands Farm (north) and Lower Compton (south) without having to travel through the town centre on the A4, resulting in a positive reduction in HGV traffic on the A4 and within the Air Quality Management Area. It is understood that the construction of the new section of the proposed relief road across Lower Compton Landfill will take 4-6 weeks and will be a mix of aggregate and tarmac surface. The proposed relief road would have a positive effect on the traffic movements around Calne town centre.
54. **Wiltshire Council Environmental Health Officer** – recommends that conditions be attached to any approval covering hours of operation to ensure there is no significant adverse impact on residential amenity. A temporary permission of 2 years (to test the impact on the locality) may be prudent if there is significant public concern.
55. **Wiltshire Council Ecologist** - advises that sufficient ecological survey of the site has been undertaken to identify all sensitive ecological receptors and the potential impacts of the proposal. Recommendations for mitigation and enhancement, along with precautionary working practices for the construction of the road have been set out in their report. If the permission were to be granted request that the recommendations should be presented as an Ecological Construction Management Plan, a Mitigation and Enhancement Strategy and a post construction Ecological Site Management Plan, as separate conditions. However, noted that the construction of the relief road would be dependent on permission being given for 17/10543/WCM and 17/10539/WCM. Were these permissions to be refused would not support the construction of the relief road, as there is no evidence to demonstrate that it would be beneficial to construct the road as a stand-alone permission and would object since it would be an unnecessary impact to local biodiversity.

56. **Wiltshire Council Landscape Officer** – no objections. A Landscape and Visual Impact Assessment (LVIA) has been submitted with the above applications and forms part of the Environmental Statement. It has been prepared following current best practice methodology published by the Landscape Institute and IEMA, the ‘Guidelines for Landscape and Visual Impact Assessment’ 3rd Edition (2013).

The assessment has been undertaken with regard to relevant policies and guidance including

- NPPF & PPG
- Wiltshire and Swindon Waste Core Strategy Development Plan Document (July 2009)
- Wiltshire and Swindon, Waste Development Control Policies Development Plan Document (Sept 2009)
- Wiltshire and Swindon Waste Site Allocations Local Plan
- North Wiltshire Local Plan 2011
- LDF Wiltshire Core Strategy
- North Wessex Downs Area of Outstanding Natural Beauty Management Plan 2009-2014

Baseline

The 6.0m wide HGV relief road will follow the alignment of existing tracks, using existing hard and new gravel surfaces with ground modelling. The assessment of effects is against the road and the vehicles using it. No lighting is proposed.

The baseline of the contextual setting of the proposals is described as ‘a working landscape that is being progressively restored’. The site is not within a designated landscape but lies within the setting of North Wessex Downs Area of Outstanding Natural Beauty (AONB). The proposals are contained within a valley and ‘behind the wire’ with little physical or visual influence on the AONB or neighbouring landscape character areas.

Mitigation

The proposal makes use of existing infrastructure where possible. Earth modelling to the new road provides screening. Reinstatement works, new native planting and ecological features provide adequate compensation and fit well into the long term restoration of the site.

HGV Relief Road Landscape and Visual Impacts during construction & operation

Construction of the relief road will require excavation, placing and grading of material where required. Some areas of grassland and scrub are likely to be removed during construction but the impacts would be localised with no predicted effects beyond the site. Given the contextual setting of the site effects on landscape elements and

character are not significant, moderate to minor adverse at worst. Visual effects during construction are considered temporary and largely in keeping with existing views of the site. PROWs passing in proximity to the site are likely to have views of the works although distant views from Cherhill Hill and the wider landscape are not significant.

During operation the reinstatement works will have been completed including new planting that will continue to green up the site. There would be increased movement of vehicles on site associated with the new road however the influence of this will diminish with distance. The landscaped bund along the southern section will contribute to screen and filter views of the road.

Consideration of alternative route options found there to be no beneficial alternatives in terms of landscape and visual effects.

Cumulative effects

Cumulative landscape and visual effects have been assessed against proposed residential/commercial development at Calne and Freeth Farm ROMP. The permanent loss of green field sites to development will have a moderate to minor negative significance on local land use but overall cumulative effects are not judged to be significant on landscape receptors or the landscape character of the wider countryside. No significant cumulative or additional visual effects are predicted although proposed residential development may give rise to new receptors with minor negative significance.

57. **Wiltshire Council Rights of Way Officer** – no comments received.

Publicity

58. The application was publicised by Newspaper notice, Site notice, Neighbour notification, Publication to the Council's website and Weekly lists of applications, and notification to the Town and Parish Councils in the locality. As noted above, the application has been the subject of three separate periods of consultation in response to initial and further submissions by the applicant.

59. 150 objections have been received. The following is a summary of matters raised:

- All five applications should be put on hold until there has been a much broader investigation into the impact these applications have not only on those in the vicinity of Lower Compton and Sands Farm, but also neighbouring areas.
- Whilst this would provide traffic relief and air improvement through the town centre, it simply shifts the issue into another, ever-growing residential area.
- Sandpit Road is not designed to cater for this level of traffic, especially when the additional impact of the new residential areas are taken into account

- The 'Noise and Vibration' report does not provide an accurate picture of the increase in noise pollution as no receptor was placed outside of the properties most likely to be impacted
- There appears to be no foresight or real consideration of the impact these plans will have on the residents living along Sandpit road
- The proposal to route 280 HGVs per day along the Sandpit Road / Oxford Road route will greatly increase the risk to cyclists and pedestrians along the route.
- This proposal is not the solution to Calne's congestion problems.
- The internal link road and shifting of HGV traffic through sand pit lane shows no consideration to the fact that the area through which this road passes will be the centre of a large residential housing estate.
- Concerned that once all of the housing developments have been built this alone will create more traffic, noise and air pollution. Potentially increasing this with an additional large volume of HGVs driving past will only make matters worse
- Object to the rerouting of Hills HGV traffic from the south of the county. The proposed route through the villages of Sandy Land, Derry Hill and Studley is a much longer, more circuitous route with 4 steep hills and through junctions with very significant safety concerns. The only benefits are to provide further reductions in HGVs and negligible additional environmental benefits on Silver St and London Road in Calne, neither of which have exceeded permitted air quality levels for some years and would no longer qualify to be part of an Air Quality Management Area (AQMA). There is a corresponding environmental disbenefit to villages along the proposed route.
- Support the rerouting of Hills HGVs from the north and west as they would use the most direct and shortest routes, reducing mileage and removing all Hills HGV traffic (185 HGVs) from Calne Town Centre and the only parts of the AQMA where pollution exceeds permitted levels. Rerouting their traffic from the north and west also brings some benefits to London Road and Quemerford and Lower Compton
- It is important to disaggregate the implications of rerouting the HGVs from the south from the undoubted overall benefits derived from rerouting the Hills traffic from the north and west.
- A number of letters have been received following the same template as the objection submitted by Wiltshire Waste Alliance set out below.

60. **Wiltshire Waste Alliance (WWA)** – WWA was a main party involved in the planning appeal for application ref: 14/09744/WCM and brought the legal challenge against the decision of the planning inspector. WWA objects to the three applications referenced 17/10554/WCM [Retention and Change of Use of the Concrete Products factory], 17/10557/WCM [Change of Use of the existing Lower Compton MRF] and 17/10550/WCM [HGV Relief Road].

Consider that in combination these proposals for a large complex of industrial activities will have a disproportionate effect on residents of a rural location.

Lower Compton/Sands Farm is not the right place for a large complex waste facility with a very large number of associated HGV movements. This is contrary to Wiltshire Council's various adopted policies which require that waste transport should be sustainable and that unnecessary waste transport miles are avoided.

Neither the Lower Compton nor the Sands Farm sites are included as allocated future MRF/WTS sites in the Waste Core Strategy. There are numerous alternative MRF/WTS sites identified in the adopted plan that should be used in preference as they minimise waste transport miles.

There is no compelling rationale for the co-location of HGV maintenance facilities other than it is operationally convenient for Hills.

There is no compelling rationale for the adjacent location of the proposed Municipal Solid Waste and Green Waste Transfer operations. A more suitable location closer to the source of waste arisings, particularly those from West Wiltshire would further the concentration of overall HGV movements.

The 17/10543 application states that sand extraction will be at a reduced rate due to low demand but that the landfill rate will remain unchanged. The reduced rate of extraction means that landfill will catch up with the available void volume such that landfill should be complete sooner than stated.

If permissions for activities such as the concrete plant operations are strictly time limited to the expiry of sand extraction (currently 2029) and the landfill restricted to 2030/31, then residents of Sand Pit Road and Derry Hill might at least look forwards to further reduction of HGV movements more acceptable than that proposed. This would leave Hills with a large permanent MRF facility for co-mingled waste; a white goods repair facility; and HGV overnight parking but would reduce the total HGV movements to more acceptable and sustainable levels.

61. **CPRE** – do not support the proposal and believe that this proposal only serves to move a problem from one area to another and creates consequences detrimental to householders, road users and the wider environment. Believe that the introduction of an internal road, will introduce an element which will inevitably be more visually intrusive since it will, like any road, have regular or constant vehicle movements. Apart from concerns about the introduction of an intrusive visual element affecting the wider landscape of the AONB, see no proposal to reduce or remove all waste related vehicle movements along the road past Blacklands and the North Wilts golf course. Consider this road is wholly inappropriate for regular HGV use, particularly on its northern section.
62. **North Wiltshire Friends of the Earth** - Object. Consider this a repeat of the previous application for the Compton Bassett site which was rejected earlier by the Council. In essence therefore the situation and considerations which pertained relating to this previous rejected application also apply to this present application, and should therefore predispose the Council to rejection of this present application. The essential difference is that the HGV movements, around 300 daily, will follow a different route of access. This new proposed access via Oxford Road and Sandpit Lane will place a huge inconvenience upon the residents of this area in terms of noise, air pollution and loss of general amenity. The use of the Compton Bassett site as currently proposed by Hills Waste was never a part of the current Wiltshire and Swindon Waste Core Strategy, and therefore has no legitimacy in planning terms. For it to succeed, therefore, this application must result in benefits to this section of the local community. There are no benefits that we can discern, only deterioration in their quality of life, and so the planning application clearly merits rejection.

Planning Considerations

63. Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.
64. The Environmental Impact Assessment Regulations require that before determining any EIA application, the local planning authority must take into consideration the information contained in the Environmental Statement (ES) (including any further information), any comments made by the consultation bodies, and any representations from members of the public about environmental issues.
65. This application is one of a suite of five planning applications at Lower Compton and Sands Farm which the Applicant considers to address the concerns raised by the Planning Authority and the local community during the determination of planning application ref: 14/09744/WCM (to retain and extend the existing Lower Compton Materials Recycling Facility, including transfer activities, screening bund and ancillary activities and development).

66. The application is for the construction of a 'Hills HGV Relief Road' across part of the Lower Compton landfill site, together with the use of existing internal roads, which would provide a private link road from the site access at Abberd Lane/Sand Pit Road [Sands Farm Access] to the north west and the C15 at Lower Compton to the south [Lower Compton Access].
67. The provision of an internal relief road would enable HGV movements associated with all the Hills Waste operations to access and exit different parts of the site via Sands Farm (north) and Lower Compton (south) without having to travel through Calne town centre on the A4, part of which is designated as an Air Quality Management Area. The acquisition of the Sands Farm facility in late 2016 by Hills has allowed this scheme for a relief road to be devised.
68. Much of the road as proposed already exists and is in use, with only the section at Lower Compton Landfill to be constructed.

'Sands Farm Access'

69. The area to the east of Calne has a long history of sand workings. Planning Permission for a Decorative Concrete Products Factory on part of the Sands Farm mineral site was granted in 1989. This permission also required the construction of an access road - now known as Sandpit Road – connecting Oxford Road and Abberd Lane for the purpose of ensuring that HGV traffic avoided the use of routes that involved travelling through the centre of Calne.
70. Additional local sand reserves have been released through the grant of planning permission for land at Low Lane and Old Camp Farm. In 2010 planning permission was granted to allow these reserves to be imported to the Sands Farm processing plant by conveyor system and distributed to market via Abberd Lane and Sandpit Road.
71. The adopted Wiltshire and Swindon Aggregate Minerals Site Allocations Local Plan (2013) includes an allocation of land adjacent to the Concrete Products Factory for future sand extraction. The Local Plan considers the site would be most suitable as an extension to the nearby quarry site utilising current access arrangements via Sandpit Road rather than accessing the site from Lower Compton to aid in reducing the need for associated HGV movements through Calne town centre.
72. The relief road would also utilise the tarmac access road serving both the associated silt lagoons and the Sands Farm Landfill. The landfill closed in 2016, but the management of it, including gas and leachate management, could extend for thirty years or more. Sandpit Road has subsequently been adopted as a public highway and also now serves another waste management business west of Abberd Lane, as well as the High Penn Solar Farm.

'Lower Compton Access'

73. The wider Lower Compton site has a planning history that dates back to the early 1970s. Since Hills acquired the Compton Bassett quarry and landfill from the former Wiltshire County Council in 1996, the nature and extent of the application site and

wider Lower Compton Waste Management Facility has steadily grown. It has been the subject of a number of planning applications concerning mineral extraction and waste management operations. An area within the Lower Compton site is allocated for, and safeguarded as, a strategic waste management facility in the adopted Wiltshire and Swindon Waste Site Allocations Local Plan 2013.

74. Vehicular access to the overall Lower Compton Waste Management Facility is via the C15 road which is served directly from the A4. The A4 from Marlborough to Calne and Chippenham is identified as a Local Lorry Route in the Wiltshire HGV Route Network, and also forms a Principal Route within Wiltshire's Strategic Transport Network.

'Landfill section'

75. The route for the relief road has largely been dictated by the existing infrastructure, on-going mineral extraction and landfill operations and land-ownership, but other options were considered and these have been set out in the application documents/LVIA. Five options were assessed for the route in terms of environmental, practical and costs implications to arrive at the route being applied for. Sterilisation of minerals or landfill void has been avoided.
76. Access roads are frequently constructed as part of the on-going work across the wider site and no particular difficulties have been identified with the proposed relief road. In designing the road, the Environment Agency was consulted and agreed that the measures proposed were appropriate for a road across the landfill cap. The HGV relief road will not be open to the public.
77. The Minerals Core Strategy recognises two areas within Wiltshire and Swindon that experience the effect of significant mineral traffic movements: the Upper Thames Valley/Cotswold Water Park and the sandpits around Calne and Compton Bassett. The Aggregate Minerals Site Allocations Local Plan, as noted above, considers that future quarry extension should utilise access via Sandpit Lane rather than Lower Compton to aid in reducing the need for associated HGV movements through Calne town centre.
78. Core Policy 8 of the Wiltshire Core Strategy states that development proposals in the Calne Area will need to demonstrate how the relevant issues and considerations listed in paragraph 5.42 (of the Strategy) will be addressed. The policy specifies that: "*a transport assessment is required for major applications and should include investigations into identifying an appropriate solution to reducing the impact on traffic from the waste facilities located on the edge of Calne, which are a source of heavy vehicles*". Policy GA2 of the Calne Community Neighbourhood Plan 2016 – 2026 includes reference to the need to reduce traffic in Calne in connection with new development.
79. The Calne Community Area Air Quality Action Plan 2018/19 states the top priority for its working group is to "reduce the number of motor vehicles, especially HGVs, which pass through the Calne Air Quality Management Area wherever possible".

80. This application for a 'HGV Relief Road', submitted as part of a package of applications for the Lower Compton and Sands Farm sites that include details of a Traffic Management Plan, would allow HGVs associated with all of the Hills operations at the two sites to access them without travelling through the centre of Calne and the AQMA. The proposals contained in this application directly address these policy aims and objectives and can therefore be considered to be acceptable in principle.

Traffic and Transport

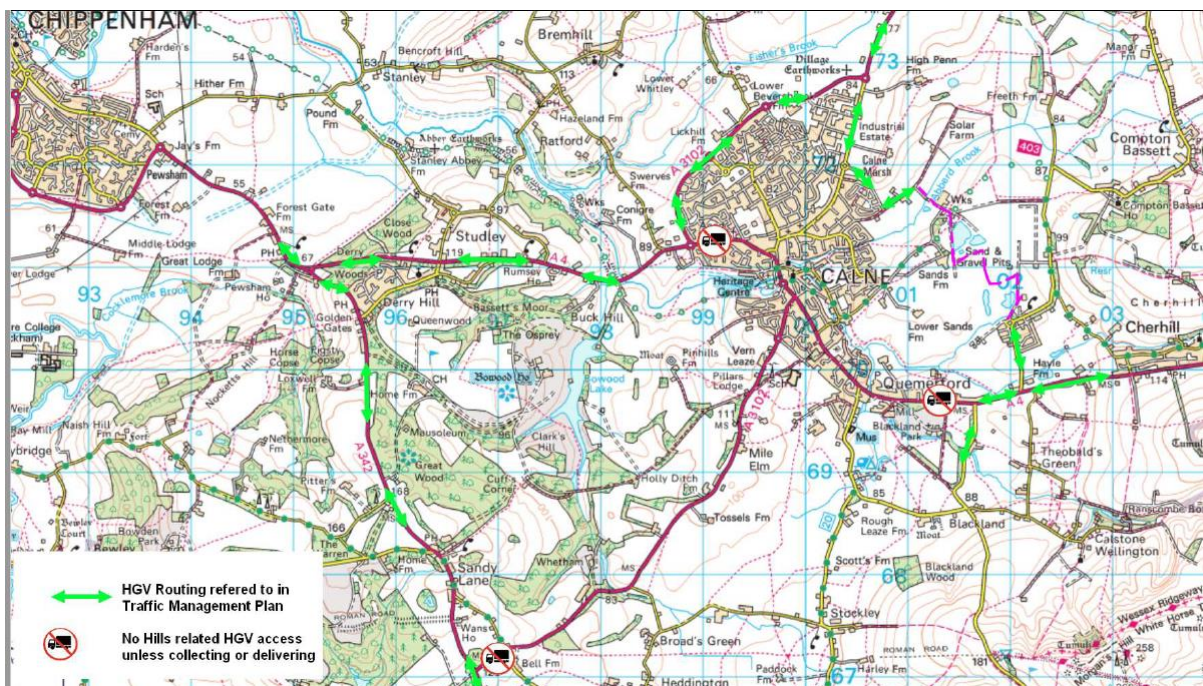
81. The ES includes a Traffic & Transport Chapter (EIA T&TC) which considers the transport issues associated with the development proposals for both the 'Hills Relief Road' and the 'Sands Farm Facility' (application ref 17/10554/WCM). The chapter assesses the potential environmental impacts that could result from the changes in transport and traffic conditions due to the development proposals, with the details behind those findings set out in a Transport Statement.
82. Consultation and publicity of the originally submitted application and ES, received objections from the Local Highway Authority, Calne Without Parish Council and others regarding the omission of any assessment of the capacity or safety of the junction of the A342 and the A4 at Derry Hill, through which HGVs would travel instead of entering the Calne AQMA.
83. Following a request from the Council, the applicant provided a 'version 2' of the EIA T&TC to extend the study area to consider the likely impact of the proposals on the use of the A342 through Sandy Lane as an alternative route to the A3102 through Mile Elm, and the use of the junction of the A342 with the A4 at Derry Hill.
84. A 'version 3' of the EIA T&TC was also provided (EIA T&TC V3) to describe the environmental impacts in the case where the Section 288 legal challenge against the previous permission granted on appeal following the 2016 Public Inquiry was successful. It also reflects a lower forecast of future landfill processing tonnage. The original EIA T&TC and EIA T&TC version 2 were produced on the pretext that the development to retain and extend the existing Lower Compton Materials Recycling Facility (MRF), including waste transfer activities already enjoyed approval through that Inquiry decision and consequently, that the traffic associated with the uses which were so approved, could be regarded as forming the baseline situation. As a result of the successful S288 challenge, these existing uses on site can no longer be regarded as authorised and consequently cannot be included as part of a baseline. The new baseline position is lower as a result. Reducing the baseline position increases the development impacts. The assessment of the application therefore takes account of EIA T&TC V3, together with the additional information in respect of right-turning at the A342/A4 junction.

Development Proposals

85. The proposed link road through the site would allow traffic from the north and traffic from the west to travel around the A3102 Calne by-pass and Oxford Road, to access the site operations without having to pass through Calne town centre or the Air

Quality Management Area (AQMA) there. Those potential new routings would be available not just for the proposed uses at the Sands Farm facility but for all uses on site with the exception of the household waste recycling facility at Lower Compton. For the household recycling centre, members of the public would continue to use the Lower Compton access to deposit their waste.

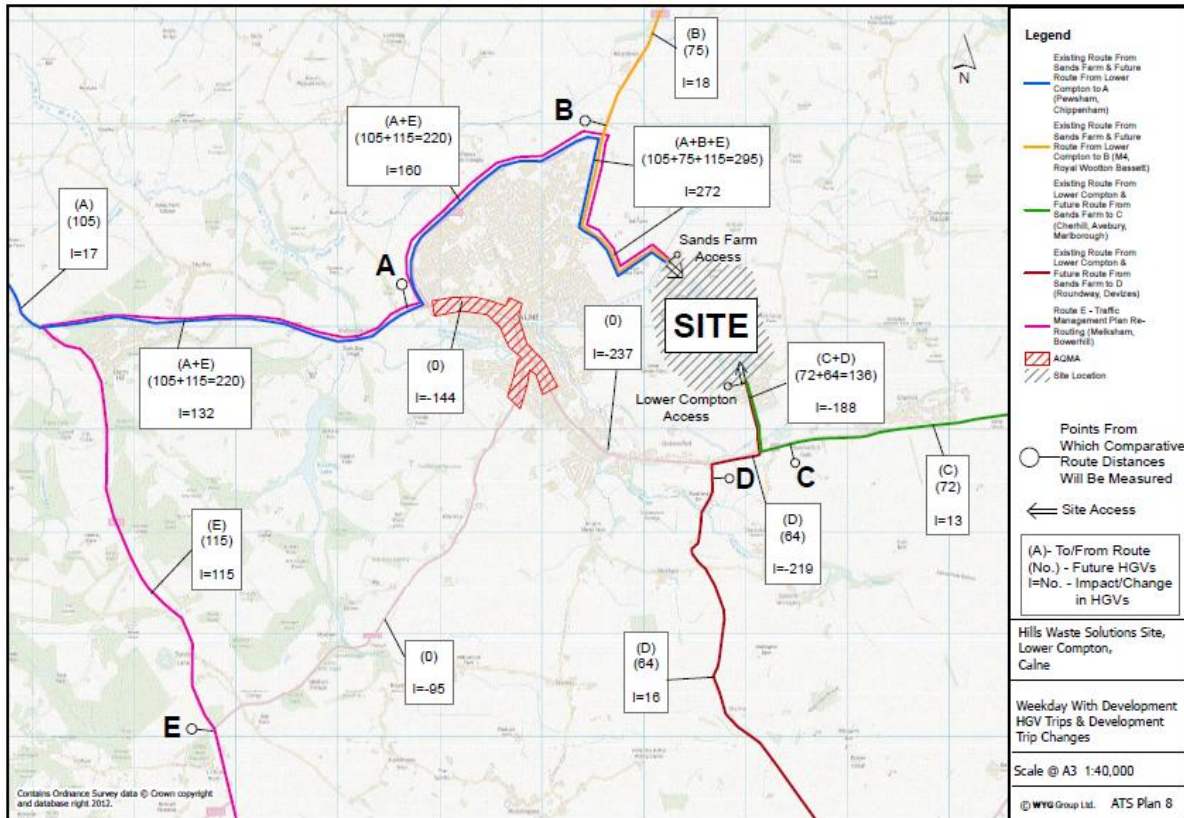
86. The development proposals result in new routing options for site HGVs. This is to be secured by Traffic Management Plan (copy provided at Appendix 1) by Unilateral Undertaking under section 106 of the Town and Country Planning Act 1990. All HGVs travelling to/from the north and west, from Chippenham, the M4 via J16 will now use the Sands Farm Access via the A3102, and traffic travelling to/from the south and east will now use the Lower Compton access via the A4 and Blackland.
87. The principle of a Traffic Management Plan (TMP) is considered acceptable by the Highways Authority. The TMP would apply to all current and future HGVs operating into or out of the Lower Compton and Sands Farm sites including but not limited to all HGVs owned and operated by Hills Waste Solutions Limited; Hills Quarry Products Ltd and Hills Concrete Ltd, Wiltshire Council HGVs and any and all other HGVs that may be operated by contractors, sub-contractors or third parties.
88. The TMP will result in a change of route for all vehicles travelling to and from Melksham and Bowerhill. These vehicles have previously used the A3102 (Silver St) before travelling either eastbound along the A4 to the Lower Compton access, or westbound along the A4 before routing via the A3102, Oxford Road and Sand Pit Road to the Sands Farm access to the site. These vehicles will now exclusively use the Sands Farm Gate Access and route via Oxford Road and the A3102 before turning west along the A4 and continuing towards Melksham via Derry Hill.



89. Calne Town Council has expressed conditional support for the five applications. Calne Without Parish Council has on the other hand objected to the applications.
90. The Parish Council objects to the rerouting of Hills HGV traffic from the south of the county, with the proposed route through the villages of Sandy Lane, Derry Hill and Studley considered to be a much longer, more circuitous route with 4 steep hills and through junctions with very significant safety concerns. The Parish Council considers that the air quality improvements to Calne town centre of diverting traffic from the north and west along with the shorter travel distances give sufficient benefits to warrant supporting this part of the proposals. However, it considers the air quality benefits in Calne of rerouting Hills HGVs from the south as negligible and is far outweighed by the significant safety risks of diverting traffic through potentially dangerous parts of the proposed route. Other representations from members of the public have also expressed concerns about the impact on re-routeing HGVs via Sandpit Road and Derry Hill.
91. The Highways officer advises that the proposed relief road would have a positive effect on the traffic movements around Calne town centre and that there are advantages and disadvantages in respect of the existing routing via the A342/A3102 and of the proposed routing via the A342/A4. The retention of the existing routing through the A342/A3102 would result in additional vehicles passing through the AQMA, but would reduce the HGV mileage generated by the facilities. Whereas adopting a new routing arrangement via the A342/A4 would increase the mileage travelled and the use of the A342 route and its junction with the A4, which is not currently used. However, it would reduce the impact on the AQMA.
92. Operations and uses, including development relating to access to highways, ancillary to the use of land, the carrying out of building, engineering or other operations or the erection of plant or machinery for the purposes of waste management, are prescribed as “county matters” (minerals and waste application). Policy WDC2 (managing the impact of waste development) of the Waste Development Control Policies DPD states that proposals for waste management development will be permitted where it can be demonstrated that the proposal firstly avoids, adequately mitigates against, or compensates for significant adverse impacts relating, among other things, to the transportation of waste. Policy WDC11 (sustainable transportation of waste) states that waste management development will be permitted where it is demonstrated that the proposals facilitate sustainable transport, and where appropriate planning applications will need to be accompanied by a Transport Assessment.
93. Core Policy 8 of the Wiltshire Core Strategy also states that development proposals in the Calne Area will need to demonstrate how the relevant issues and considerations listed in paragraph 5.42 (of the Strategy) will be addressed. The policy specifies that: “*a transport assessment is required for major applications and should include investigations into identifying an appropriate solution to reducing the impact on traffic from the waste facilities located on the edge of Calne, which are a source of heavy vehicles*”.

Overall Impacts of Proposals

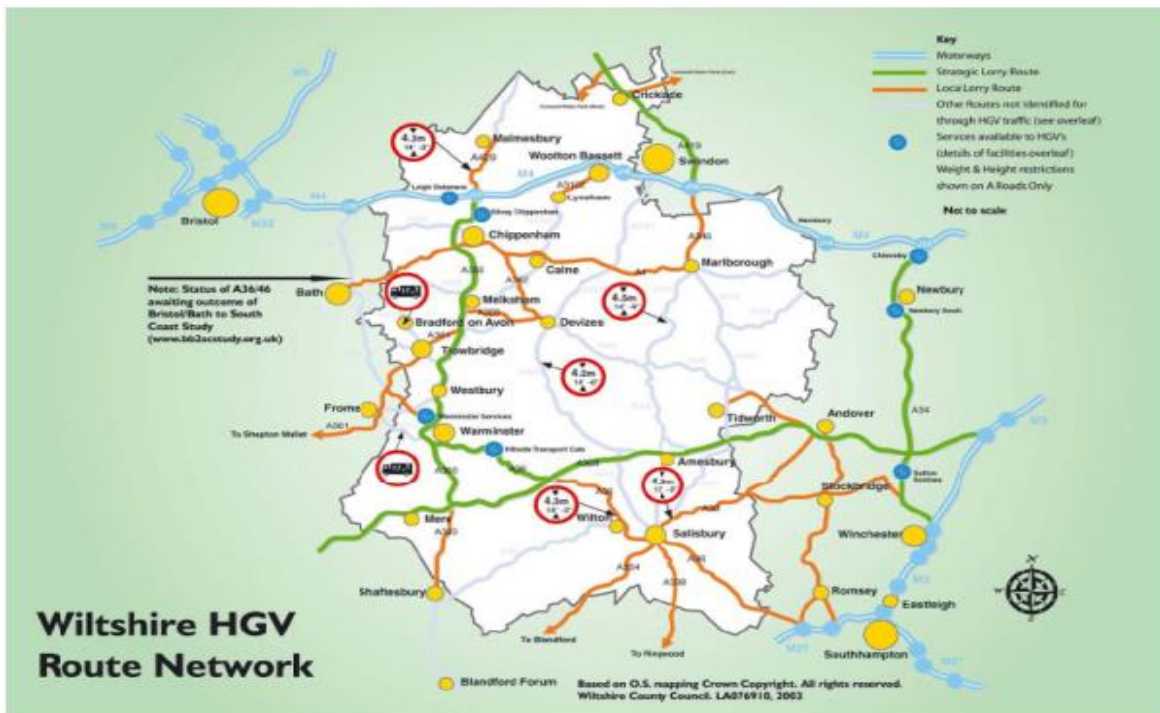
94. The ES includes a Traffic & Transport Chapter (EIA T&TC V3) which considers the transport issues associated with the development proposals for both the ‘Hills Relief Road’ and the ‘Sands Farm Facility’, with the details behind those findings set out in a Transport Statement.
95. The ‘with development’ scenario considered within EIA T&TC V3 generates a total of 431 site HGV trips per day. Compared to the ‘version 3’ baseline position of 347 site HGV trips per day, the development proposals will result in a net increase of 84 site HGV trips per day.
96. These HGV trips would be split across the routes to the site meaning the proposals would result in 272 more HGV trips per day experienced along Sand Pit Road and Oxford Road, 160 more HGV trips per day on the A3102 (Calne Bypass) and an additional 115 HGV trips per day along the A342.
97. The proposals would result in 144 fewer HGVs per day experienced through the AQMA, and 188 fewer trips per weekday on the C15. 95 HGV trips per day would be removed from the A3102 to the south and 237 fewer HGVs per day will travel along the A4 to the east of the AQMA.
98. The plan reproduced below, ATS Plan 8, illustrates the total “With Development” HGV trips and then also presents the calculation of trip difference between “With Development” and baseline which is illustrated as “I” = impact.



A larger version of plan can be found at appendix 2.

Impact on A342 junction with the A4

99. Whilst this route is not currently used, there are no legal restrictions on the Hills business (or any other road user) which would prevent it from being used. Against this legal baseline scenario, there would be no impact.
100. To address the Highway Authority's comments however, additional data and assessments have been provided. These demonstrate that the junction is operating at 21% of capacity and the proposed use of the junction by Hills HGVs would not create any material capacity or safety issues. The junction is wide and built to modern standards with a dedicated right turn lane, adequate visibility, street lighting, wide verges etc. The approach to the junction from the east has a speed limit reduction to 40mph, reinforced with road signs and painted road markings. The addition of 115 HGVs per day along the A4 and on the A342 has been assessed as having imperceptible impact upon highway capacity and performance.
101. Whilst adopting the new routing arrangement would increase the total distance travelled by site HGVs per day, this increase in traffic would be experienced along less environmentally sensitive and less populated road links, with high capacities. It diverts traffic away from the Calne AQMA, away from the town centre and away from the A3102 which has a worse accident record. In comparison to the existing routes, the A342 and A4 have less populated road frontages. The extra distance from Melksham to Calne via Derry Hill rather than Mile Elm is just over 1 mile.
102. Whilst the Highways officer has reservations about the use of the A342/A4 route, in respect of the traffic using the A342, negotiating the junction with the A4 and the steep incline up to the Studley crossroads, the officer accepts the assessments of the capacity of the junction and potential for queuing HGVs and given the A342 is the local HGV route, advises an objection could not be substantiated, as this route would be in accordance with the Wiltshire Freight Strategy.



103. The Highways officer has highlighted that the impact of slow moving vehicles negotiating the steep incline up to the Studley crossroads has not been assessed, and suggests restrictions on the timings for vehicles could be imposed to restrict the use of the junction at peak times, as part of an Operational Statement. This is not however considered practical, as the origin or destination of the related vehicles changes daily and fluctuates with customer requirements, and the imposition of such a restriction would not satisfy the 6 tests for planning conditions advised in Planning Practice Guidance, particularly as this is a local lorry route.
104. However, having regard to the change in the routeing of vehicles from the current pattern, the Highways officer recommendation that the entire A342/A4 route is monitored, together with the submission of regular vehicle logs to inform the origin, destination and route of HGVs, as part of a legal agreement is considered reasonable to ensure that the routing controls proposed in the TMP are generally complied with.
105. The submitted TMP suggests that any changes to the routing should be agreed with the Calne Town Council. However, in terms of monitoring and enforcement, this responsibility would rest with the local planning authority - Wiltshire Council, and this correction will need to be made to the TMP in the final version of the legal agreement.

Impact on Sandpit Road

106. With respect to the concerns expressed over increased traffic along Sand Pit Road, it is recognised that the rerouting proposals will result in an intensification of HGV traffic to the north, and in particular on Sandpit Road.
107. Sandpit Road has historically been used by HGV traffic serving the Sands Farm Concrete Products Factor, Quarry and Landfill and continues to serve another waste management facility situated off Abberd Lane. Whilst the concrete products factory ceased production in 2008, sand worked from surrounding mineral reserve blocks (Low Lane and Old Camp Farm) continues to be processed through the quarry processing plant and dispatched via Sandpit Road. This generates 23 HGV trips across the course of a working day.
108. It is worth noting that Sandpit Road was constructed by Aggregate Industries for the purpose of ensuring that HGV traffic associated with the Concrete Products Factory avoided the use of routes that would involve travelling through the centre of Calne. The original estimated movements for the Concrete Products Factory were 120 per day.
109. During consideration of the 2013 planning application (ref: N/13/01610/WCM) to retain the Concrete Products Factory and stock yard alongside the continuing mineral extraction operations in the local area, it was established that the house building developments recently permitted off Sandpit Road took into account the nearby quarry, landfill and concrete product factory activities in its design and layout when concluding this was a suitable location to build homes.

110. In terms of operational impacts, junctions on Sand Pit Road, Oxford Road and the A3102 which will experience intensification have been tested and have been found to operate within capacity. All other effects experienced across the network (severance, driver delay, pedestrian delay, pedestrian amenity, fear and intimidation or accidents and safety), are assessed to be a 'Not Significant' impact.

Impact on Calne town centre

111. The link road through the site will enable vehicles from the Lower Compton site to access and egress at the Sands Farm facility. Similarly, the Sands Farm quarry traffic from the east and south east will be able to use the Lower Compton access rather than travel along the A4 and through AQMA as they do at present. The link road would join the two sites, thereby allowing traffic to effectively bypass Calne town centre.
112. The development proposals would result in 144 fewer HGVs per day experienced through the AQMA, 95 fewer HGVs per day would travel along the A3102 and 237 fewer HGVs per day will travel along the A4 to the east of the AQMA. The rerouting of HGVs will increase traffic levels on Sand Pit Road but will have a significantly beneficial impact by removing HGV trips from Calne town centre and from the AQMA.
113. The C15 and A4 would both experience betterments to severance, driver delay, pedestrian delay, pedestrian amenity, fear and intimidation and accidents and safety.

Conclusion on transport and traffic

114. Whilst the development proposals will result in an intensification of HGV traffic to the north, and in particular on Sandpit Road, the main objective of the proposals is to remove site related HGV trips from Calne town centre and the AQMA and in this area the development proposals will achieve significant betterments.
115. On balance, it is considered the positive benefits to Calne town centre and its AQMA, particularly in the context of Development Plan policies that call for an appropriate solution to reducing the impact on traffic from the waste facilities located on the edge of Calne, outweigh any negative impacts from re-routeing HGVs along the A4 via Derry Hill.

Other highway matters

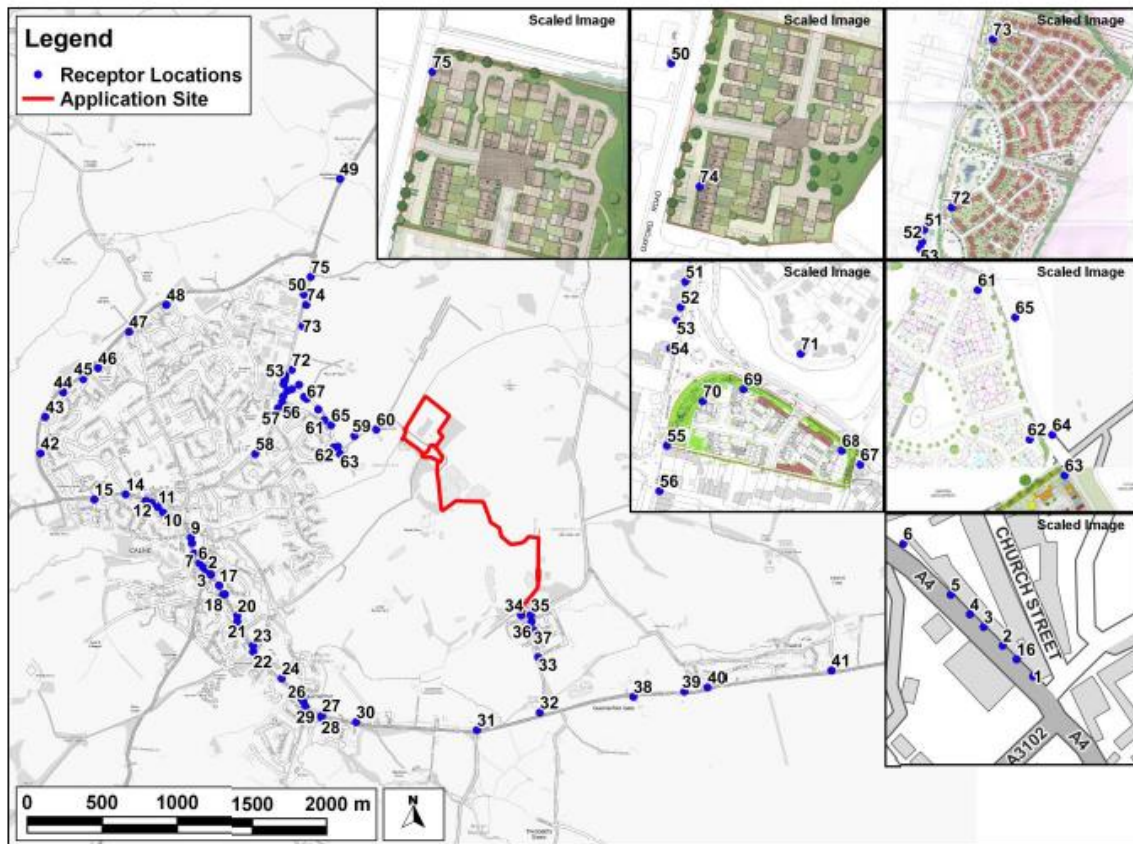
116. The application notes that as part of the MRF Appeal (14/09744/WCM), improvements to the Lower Compton access road were agreed including additional width, a pedestrian access and a maintenance programme. It is stated that these will be implemented as part of the relief road development if not already completed under the MRF consent. These have not been so completed and so conditions are proposed below to secure these matters.
117. With respect to the matters on which Calne Town Council has caveated its support for the proposals, conditions that require the provision of the HGV relief road and adoption of the traffic management plan prior to the commencement of any of the

proposed developments are considered appropriate and can be secured by planning condition and the Section 106 planning obligation respectively. Conditions are also listed below covering matters such as the provision of wheel washing facilities and site signage. A financial contribution towards a road safety education programme in local schools cannot be secured as it would not meet the statutory or policy tests for planning obligations.

Air Quality

118. The ES includes an Air Quality Assessment which considers the air quality impacts associated with the development proposals for both the 'Hills Relief Road' and the 'Sands Farm Facility' (application ref: 17/10554/WCM). This notes that existing air quality conditions in Calne are poor along the A4 and Wiltshire Council has declared an Air Quality Management Area (AQMA) covering part of the A4 in Calne where exceedances of a national air quality [annual mean nitrogen dioxide] objective are measured. The main source of pollution in Calne is emissions from road traffic.
119. Core Policy 55 of the Wiltshire Core Strategy requires that development proposals which by virtue of their scale, nature or location are likely to exacerbate existing areas of poor air quality, need to demonstrate that measures can be taken to effectively mitigate emission levels in order to protect public health, environmental quality and amenity. Mitigation measures should demonstrate how they will make a positive contribution to the aims of the Air Quality Strategy for Wiltshire and where relevant, the Wiltshire Air Quality Action Plan. The Calne Community Area Air Quality Action Plan 2018/19 was prepared in April 2018.
120. Core Policy 8 of the Wiltshire Core Strategy also states that development proposals in the Calne Area will need to demonstrate how the relevant issues and considerations listed in paragraph 5.42 (of the Strategy) will be addressed. The policy specifies that: *"a transport assessment is required for major applications and should include investigations into identifying an appropriate solution to reducing the impact on traffic from the waste facilities located on the edge of Calne, which are a source of heavy vehicles"*.
121. Policy WDC2 requires that proposals for waste management development in Wiltshire and Swindon will be permitted where it can be demonstrated that the proposal firstly avoids, adequately mitigate against, or compensates for significant adverse impacts relating to air quality and climate change.
122. The operational impacts of re-routing HGVs, due to the development, have been assessed. Concentrations have been modelled for 75 worst-case receptors, representing existing properties where impacts are expected to be greatest.

Plan showing Receptor Locations:



123. The assessment has demonstrated that the changes in concentrations of fine particulate matter (PM10 and PM2.5) at relevant locations, relative to the objectives, will improve by 1% (when rounded) at two of the receptors and be 0% at all of the other receptors and the impacts will all be negligible.
124. In the case of nitrogen dioxide (NO₂), the concentrations are predicted to improve by 1-4% at 37 of the receptors, show no change (when rounded) at 18 of the receptors and worsen by 1-2% at seven of the receptors.
125. The receptors showing a worsening in concentrations are those experiencing an increase in HGV flows i.e. Sand Pit Road, Oxford Road (between Sand Pit Road and its junction with the A3102), and on the A3102 (between Oxford Road and the A4). Because current concentrations are well below objectives, this worsening does not translate to an adverse impact. The impacts will therefore be negligible at 66 of the receptors, slight beneficial at two of the receptors, moderate beneficial at one of the receptors and substantial beneficial at six of the receptors.
126. The substantial beneficial impacts are all observed at the receptors (1, 2, 3, 4, 5 and 16) which are currently over the air quality objective, within the AQMA.

127. Concentrations have also been modelled for 20 worst-case receptors along the A4 and A342 that could be affected by the proposed re-routing of HGVs going to and coming from Sands Farm. The assessment has demonstrated that the changes in concentrations of PM10 and PM2.5, relative to the objectives, will be 0% at all of the receptors and the impacts will all be negligible. In the case of nitrogen dioxide, the concentrations are predicted to worsen by 1% at four of the receptors and will be 0% at the other 16 receptors. However, the impacts will negligible at all of the receptors, as the concentrations are well below the objective.
128. The overall operational air quality effects of the development are judged to be 'not significant'. This conclusion, which takes account of the uncertainties in future projections, in particular for nitrogen dioxide, is based on the impacts all being either beneficial or negligible. Furthermore, all of the beneficial impacts are within the AQMA, in particular at the areas of exceedance and the main locations of concern. This is because the scheme is essentially re-routing HGVs away from the areas of exceedance.
129. The assessment has demonstrated that the additional traffic generated by the proposed scheme would be 'not significant' but that there are substantial beneficial impacts within the AQMA, where receptors are closest to the carriageway. It is considered the proposed development scheme does not conflict with the requirements of Core Policies 8 and 55 of the Wiltshire Core Strategy, nor Policies WDC1 and WDC2 of the Swindon Waste Development Policies DPD. Additionally, it positively contributes to the Air Quality Action Plan and contributes to elements of the Air Quality Strategy for Wiltshire and Calne Community Area Air Quality Action Plan.

Noise and Vibration

130. The ES includes a noise and vibration assessment relating to both the both the 'Hills Relief Road' and the 'Sands Farm Facility' (application ref: 17/10554/WCM). Noise predictions were undertaken of the operation of the Sands Farm Facility and internal link road, including the effect of increased HGV traffic on Sandpit Road.
131. Policy WDC2 requires that proposals for waste management development in Wiltshire and Swindon will be permitted where it can be demonstrated that the proposal firstly avoids, adequately mitigate against, or compensates for significant adverse impacts relating to noise and light emissions and vibration.
132. The assessment notes that existing receptors at Abberd Fields Farm and Houses on Sandpit Road may be exposed to an increase in HGV traffic noise as a result of the increase in HGV traffic on Sandpit Road. The assessment found the increase in HGV flow on Sandpit Lane is expected to increase the basic noise level by 2.4 dB, which would be classed as a 'low' adverse impact of 'minor' significance. However, the assessment notes that HGV traffic currently uses Sand Pit Road to and from the site, and the typical maximum sound levels generated by the road, and the acoustic character of the sound generated by the road would not change.

133. With regard to vibration, traffic vibration can be a source of disturbance to residents living close to roads. Ground borne vibration arises from the various forces generated between tyre and road. Heavy vehicles such as buses and lorries mainly cause this type of vibration. However, there are already a number of HGV movements passing the properties on Sand Pit Road and the assessment considers that there will be insignificant vibration impacts due to additional HGV movements.
134. The Environmental Health Officer raises no objection, subject to imposition of conditions attached to any permission to ensure there is no significant adverse impact on residential amenity: Suitable conditions relating to hours of operation are included in the schedule below. It is therefore considered that these potential impacts have been satisfactorily considered in line with the requirements of Waste Development Control Policies WDC1 and WDC2.

Landscape and Visual Impact

135. The ES includes a Landscape and Visual Impact Assessment (LVIA) which considers the effects of the proposals for both the 'Hills Relief Road' and the 'Sands Farm Facility' (application ref: 17/10554/WCM) on existing landscape designations, topography, land use, vegetation, landscape features, landscape character and visual receptors. It also provides a description of mitigation and / or enhancement measures proposed to address any effects upon the existing landscape resources.
136. Core Policy 51 of the Wiltshire Core Strategy requires that landscape character is protected, conserved and enhanced and where there is potential for landscape character harm, negative effects must be mitigated through sensitive design.
137. Policy WDC7 (Conserving Landscape Character) of the Waste Development Control Policies DPD requires that proposals for waste management development include an assessment of the adverse impacts upon Wiltshire and Swindon's landscape character and the landscape character of adjacent areas, as deemed appropriate to the scale and nature of the development, and in particular in relation to the following designated areas: ...*The North Wessex Downs Area of Outstanding Natural Beauty*. It is stated that proposals for waste management development should include appropriate provisions to protect and where possible enhance the quality and character of the countryside and landscape.
138. The LVIA records that the principal landscape features associated with the HGV Relief Road are the existing tracks, minerals/landfill areas and partly restored ground. The landform intended to be crossed is varied and subject to further planned change through ongoing landfill and future restoration. The site is not within a designated landscape but lies within the setting of North Wessex Downs Area of Outstanding Natural Beauty (AONB).

139. The LVIA found there to be only a limited number of views towards land proposed for the HGV Relief Road from the accessible routes in the local landscape around the Site. From the areas of AONB around Compton Bassett Park to the east, the proposed HGV Relief Road Application Site was found to be obscured by landform and / or vegetation. Similarly, from the edge of the AONB south of the A4 and from the accessible paths north of the A4 around Quemerford, the Site was obscured from view by landform and vegetation, and in places, also by buildings. However, where the land rises quickly to the south into the AONB downland south of the A4, the elevated position and relative lack of boundary vegetation allows distant views towards the proposed HGV Relief Road Application Site from Public Bridleway CHER35. This is seen as part of panoramic views across a varied landscape that includes farmed land, restored quarry areas, settlement, solar panels and farm and commercial buildings.
140. Mitigation Measures proposals included in the application include for the siting of the part of the HGV Relief Road in cutting and with a proposed landscape bund alongside part of it, graded into the levels of the restoration landform profile to the south and west. The objective is to provide additional visual screening to the road, in particular in views from elevated positions at Cherhill and south of the A4. The landscape bund would also be planted with individual trees and a native tree and shrub mix, both providing short and longer term containment and screening of vehicles using the Road. In addition, in the longer term, the restoration of the wider Lower Compton ownership, including a number of new hedgerows, tree planting and small woodlands, would also contribute to the partial enclosure and visual screening of the Relief Road and vehicles on in it in views from the south and north. Consideration of alternative route options found there to be no beneficial alternatives in terms of landscape and visual effects.
141. The LVIA concludes that both proposed developments (relief road and Sands Farm Facility) would be well integrated into their landscape setting, with visual effects being limited in extent and severity, while planting proposals would be consistent with and extend, the restoration scheme for the wider Hills land ownership within which both Application Sites lie.
142. The Landscape Officer has reviewed the LVIA and advises there would be increased movement of vehicles on site associated with the new road but the influence of this will diminish with distance. The landscaped bund along the southern section will contribute to screen and filter views of the road, with new native planting and ecological features providing adequate compensation that fit well into the long term restoration of the site. The Landscape Officer raises no objection and it is considered the proposed development accords with Policies WDC7 of the Waste Development Control Policies DPD and Core Policy 51 of the Wiltshire Core Strategy.

Biodiversity

143. The ES assesses the potential effects the proposals could have on the ecology of the development site or its surroundings. Following a summary of relevant legislation and policy, the ES chapter outlines the data gathering and assessment methodology that was adopted, as well as the initial scope of the assessment. This leads on to a description of the overall baseline conditions, the environmental measures that have been incorporated into the scheme, and, for each receptor, an assessment of likely effects. The chapter concludes with a summary of the results of the assessment. The Council's Ecologist advises that sufficient ecological survey of the site has been undertaken to identify all sensitive ecological receptors and the potential impacts of the proposal.
144. The valuation of ecological features identified two Important Ecological Features for further assessment: the Sands Farm Quarry County Wildlife Site (CWS) and Non-designated standing water habitats located outside the CWS boundary. Sands Farm Quarry CWS is designated on account of its main habitat of standing open water; it is situated within a series of active sediment lagoons associated with mineral working. Remaining habitats and species identified from the site (or species for which suitable habitat exists) were addressed as Other Ecological Features or as Legally Protected Species.
145. The assessment of the predicted likely effects from the development proposals on the Important Ecological Features, Other Ecological Features and Legally Protected Species, taking into account the mitigation, enhancement and management measures conclude there would be no significant impacts on Sands Farm Quarry CWS or associated non-designated habitats, but some positive effects may result from the proposed habitat enhancement proposals. Potential impacts on Legally Protected Species will be avoided through use of sensitive timing of works, and use of ecological best practice methods. Mitigation for nesting birds and precautionary mitigation for bats and badger will prevent potential impacts on these species. Overall, the mitigation strategy aims to provide habitat enhancement and improve habitat connectivity which will support a viable population of reptiles, bats, breeding birds, invertebrate species and badger. For Other Ecological Features, areas of permanently lost habitats are those within the new road alignment and on the new screening bund and include relatively species-poor habitats. Approximately 1.7Ha of existing habitats types (including hedgerow and ponds) will be subject to enhancements, providing more intrinsically important habitat that is suitable for a range of species, including for legally protected species. Around 0.62 Ha of additional new habitats will be created, including species-rich wildflower grassland, wet grassland and pond planting and native tree and shrub planting, increasing the available resource of biodiverse habitats likely to be of value to great crested newt and other amphibians, reptiles, invertebrates, birds, badger and other common animals, whilst benefitting commuting and foraging bats and birds. On balance, it is considered that the new and enhanced habitats, once established, will be both intrinsically more important and also of greater value as a shelter and foraging resource for a range of species, and also contributing to landscape scale habitat

linkages, resulting in a net positive biodiversity gain for the site and surrounding locality.

146. All proposed ecological mitigation and compensation measures associated with the development proposals and set out in the ES chapter and within the Mitigation Strategy that is appended to it, as well indicated in a section of the Landscape and Visual Impact Assessment. The ES confirms the main mechanism for implementing the mitigation will be through relevant planning conditions and a suitable condition securing this is included in the schedule below.

Conclusion

147. This Planning Application forms part of a suite of five applications at Lower Compton and Sands Farm which together seek to address concerns regarding traffic and air quality in the AQMA in Calne town centre, and the impact that HGVs associated with Hills' operations at Lower Compton have on these matters, raised during the planning application and appeal process for the previous application 14/09744/WCM (to retain and extend the existing Lower Compton MRF, including transfer activities etc).
148. The proposed link road through the site allows traffic to effectively bypass Calne town centre and Air Quality Management Area. Whilst the development proposals will result in an intensification of HGV traffic to the north, and in particular on Sandpit Road, the main objective of the proposals is to remove site related HGV trips from Calne town centre and the AQMA and in this area the development proposals will achieve significant betterments. The impact on Sandpit Road has been assessed and demonstrated to be acceptable. The Highways Authority advises that the proposed relief road would have a positive effect on the traffic movements around Calne town centre.
149. The application satisfactorily assesses the likely impacts of the development on noise, landscape character and biodiversity and these are considered acceptable in terms of relevant development plan policies.
150. It is considered the development as proposed is in accordance with the Development Plan and that there are no overriding material considerations to justify that permission should be refused.

RECOMMENDATION

151. Having taken into account the environmental information, it is recommended that authority be Delegated to the Head of Development Management to Grant planning permission, subject to the completion of a planning obligation within 6 months of the date of the resolution of this Committee to address the following requirements:-

- Traffic Management Plan, and

subject to the following recommended planning conditions set out from paragraph 153 below.

152. In the event that the parties do not agree to complete the S106 agreement within this timeframe to delegate authority to the Head of Development Management to REFUSE Planning Permission for the following reason:-

- The application proposal fails to provide and secure the proposed and necessary Traffic Management Plan and is therefore contrary to Core Policies 8, 60, 61 and 62 of the Wiltshire Core Strategy and Policies WDC2 and WDC11 of the Waste Development Control Policies DPD.

153. **Conditions:-**

1) The development hereby permitted shall begin not later than 3 years from the date of this decision. Written notification of the date of commencement shall be sent to the Local Planning Authority within 7 days of such commencement.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2) The development hereby permitted shall be carried out and completed in all respects strictly in accordance with the following approved plans and as stipulated in the conditions set out below together with those further details required to be submitted for approval:

- Drawing No: 18850-1250-002 Sands Farm HGV Relief Road Option 2 dated Sept 2017
- Drawing No: 18550-02 Sands Farm HGV Relief Road Sector 1 Site Plan dated Nov 2017
- Drawing No: 18550-03 Sands Farm HGV Relief Road Sector 2 Site Plan dated Nov 2017
- Drawing No: 18550-04 Sands Farm HGV Relief Road Sector 3 Site Plan dated Nov 2017
- Drawing No: 18550-06 Sands Farm HGV Relief Road Sector 4 Site Plan dated Nov 2017
- Drawing No: D2515 L.200 A - Combined Landscape and Ecological Mitigation & Enhancement Arrangement Plan – Sheet 1 of 3 - dated Sep '17
- Drawing No: D2515 L.201 A - Combined Landscape and Ecological Mitigation & Enhancement Arrangement Plan – Sheet 2 of 3 dated Sep '17
- Drawing No: D2515 L.202 A - Combined Landscape and Ecological Mitigation & Enhancement Arrangement Plan – Sheet 3 of 3 dated Sep '17

REASON: For the avoidance of doubt and in the interests of proper planning.

3) Operations authorised by this permission, including vehicles entering and leaving the site as shown on drawing number 18550-10000-001 (dated Aug. 2017) shall be restricted to the following durations:

06:00 to 20:00 hours Monday to Sunday.

REASON: In the interests of limiting the effects on local amenity and to control the impacts of the development.

- 4) Within 3 months of the HGV Relief Road being commenced as notified under Condition 1 an Access Road Maintenance Plan (generally in accordance with the Access Road Maintenance Plan 2.1 dated 14/11/2016 previously provided in respect of application reference 14/09744/WCM) shall be submitted to the Local Planning Authority for approval. The Plan shall relate to both the Lower Compton and Sands Farm sites and include details of wheel-cleaning facilities, road sweeping, dust management and surface maintenance measures to prevent the tracking out of dust and detritus onto the public highway. The relief road shall be maintained at all times in accordance with the approved details.

REASON: In the interests of road safety for public users of the road.

- 5) Improvement of the site access road and the provision of a footway into the site from the public highway shall be implemented within 12 months of the HGV Relief Road being commenced as notified under Condition 1 in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority. Such scheme shall accord with Drawing No A094007-SK005 previously provided in respect of application reference 14/09744/WCM.

REASON: In order to secure improved site access to satisfactorily accommodate the additional traffic associated with the proposal, and to encourage sustainable travel to and from the site.

- 6) No floodlighting, security lighting, beacons or safety/navigation lights or other external means of illumination of the site as shown on drawing number 18550-10000-001 (dated Aug. 2017) shall be provided, installed or operated at the site.

REASON: To preserve the rural and visual amenities of the locality.

- 7) The development shall be carried out in strict accordance with all recommendations and procedures set out in Chapter 10: Biodiversity Impact Assessment prepared by Johns Associates Limited dated October 2017.

REASON: To secure the mitigation measures contained in the Environmental Statement in the interests of protecting the biodiversity of the environment.

- 8) All soft landscaping comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the first use of the HGV relief road or the completion of the development whichever is the sooner; all shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species.

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

Appendix 1

Proposed Lower Compton and Sands Farm HGV Management Plan

1. This Traffic Management Plan is intended to provide an agreed framework of acceptable heavy goods vehicle (HGV) movements that will facilitate the commercial operation of the wider Lower Compton site activities (to include the Sands Farm Facility) so as to minimise the potential adverse impact on the local community and environment at all times.
2. The basic principal is to minimise HGV movements through the centre of Calne, whilst allowing local waste collection services, mineral or concrete deliveries, including those within the Calne town boundary, to be provided efficiently and effectively.
3. The Traffic Management Plan has taken note of the requirements of the Wiltshire Council's Strategic Plan 2016 (including the Wiltshire Air Quality Strategy 2011-2015); the Calne and Calne Without Neighbourhood Plan (draft March 2017) and Calne Community Air Quality Action Plan (Draft, November 2015).
4. This Traffic Management Plan applies to all current and future HGVs operating into or out of the Lower Compton and Sands Farm sites including but not limited to all HGVs owned and operated by Hills Waste Solutions Limited (HWSL); Hills Quarry Products Ltd and Hills Concrete Ltd, Wiltshire Council HGVs and any and all other HGVs that may be operated by contractors, sub-contractors or third parties.
5. The intended detailed HGV movement restrictions shall be as follows, unless otherwise agreed by Calne Town Council, such agreement not to be unreasonably withheld:
 - a. There will be only 2 points by which HGVs and other vehicles may access the Lower Compton site; namely the existing access point from the A4 along the C15 road at the south of the site adjacent to Lower Compton (referred to as the "Lower Compton access") and an access from the western side of the site from the Oxford Road roundabout at the Bug and Spider public house via Sandpit Lane (referred to as the "Western access").
 - b. HGVs approaching the Lower Compton and Sands Farm sites from the east along the A4 road will be expected to turn right onto the C15 road through Lower Compton and use the Lower Compton access.
 - c. HGVs approaching the Lower Compton site and Sands Farms from the south along the C50 road will be expected to turn right onto the A4, then left onto the C15 link road through Lower Compton and use the Lower Compton Access.

d. HGVs approaching the Lower Compton and Sands Farm sites from the west along the A4 road will be expected to turn left onto the relief road, (A3102) at the roundabout junction with Greenacres Way, continue along the relief road to the roundabout junction with Oxford Road, then south to the roundabout adjacent to the Bug and Spider Public House and turn left onto Sandpit Road in order to access the Lower Compton and Sands Farm sites via the Western access.

e. Use of the A3102 road from Mile Elm to the Silver Street junction with the A4 at the White Hart Public House and the use of Stockley Lane junction with the A4 is expressly prohibited to all HGVs intending to access the wider Lower Compton site from the outside of Calne.

f. Vehicles collecting from or delivering to premises within the Calne town boundary will be permitted to travel around the town only and will be required to access the site when necessary via the nearest gate to their location at the time.

6. Traffic movement details through Calne will be provided by the Lower Compton site operators and monitored by Calne Town Council. In the event of a material breach of the Traffic Management Plan, appropriate action will be taken against drivers of the LGV found to be in breach by Hills, actioned against in a timely and effective manner.
7. Responsibility for the implementation of the Traffic Management Plan rests solely with Hills.

