

# Annual Monitoring Report 2007/08



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# 1 Accessibility Information

## Finding out more

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## 2 Have your say

### Have your say

**2.1** If you have any comments on the Bedfordshire Annual Monitoring Report 07/08, we would like to hear from you. All comments will be considered within the production of future Annual Monitoring Reports. Also if you would like to be added to our mailing list and be contacted throughout the production of the Bedfordshire and Luton Development Framework please contact us with your details.

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## 3 Structure of the Annual Monitoring Report

**3.1** Within this Annual Monitoring Report the following matters are addressed:

- The status of Development Plans and their replacement through the Minerals and Waste Development Framework.
- Are the milestones set out within the Bedfordshire and Luton Minerals and Waste Local Scheme being met? If not why?
- Planning Applications
- Policy Usage
- Core Indicators:
  - Minerals
  - Waste
- Problems that need to be addressed before the next Annual Monitoring Report.

**3.2** At this stage no Minerals or Waste Development Plan Documents have been adopted. When this AMR refers to policies and applications, it is assessing them against the adopted Minerals and Waste Local Plan. However, as we have recently published our preferred core strategy and site allocations plan for minerals, and will be preparing our submission document over the next year, we will start to monitor these documents usage within development control decisions.

## 4 Plans and Policies

### Bedfordshire and Luton Minerals and Waste Local Plan

**4.1** In 2004 the Government introduced a new planning system to manage how development takes place in the town and the countryside. The Planning and Compulsory Act (2004) (hereafter referred to as the 2004 Act) introduced a new 'two-tiered' planning system, made up of Regional Spatial Strategies (RSS) and Local Development Frameworks (LDF).

Once adopted, development control decisions must be made in accordance with the development plan (i.e. LDF and RSS) unless material considerations indicate otherwise.

### 4.2 Minerals and Waste Policies

As a result of the 2004 Act, Bedfordshire and Luton's Minerals and Waste Local Plan is being progressively replaced by a new Minerals and Waste Development Framework. The Act and Government guidance provides for a transition period, whereby existing adopted Local Plans retain their status (as a 'saved' plan) for a period of three years from adoption. As the Minerals and Waste Local Plan was adopted in January 2005, the statutory three year period ended in January 2008. Since the anticipated adoption dates of the Minerals and Waste DPDs exceeded the statutory three year period, a request was made to the Secretary of State to save all policies within the adopted plan until they are replaced by the Minerals and Waste DPDs.

**4.3** Confirmation was received from Go-East on the 14th of September 2007 as to which policies were saved and which were to expire. It was confirmed that all minerals policies had been saved, but that two waste policies had expired. The expiring policies were:

- W10 (Household Waste Recycling Centres)
- W15 (Pre-landfill treatments for biodegradable waste)

### General Environment

**4.4** All the General Environment Policies from the adopted Minerals and Waste Local Plan have been saved and their review will be triggered as and when necessary. In any case they will be reviewed, and a separate DPD developed and adopted after the adoption of the other DPDs.

**4.5** The saved policies will now remain intact until they are replaced by the new Development Plan Documents (DPDs). Those policies which were not saved expired on the 23rd of January 2008.

## Regional Spatial Strategy

**4.6** In line with the 2004 Act, the Bedfordshire Structure Plan has now been replaced by the Regional Spatial Strategy for the East of England (known as The East of England Plan).

**4.7** Regional Spatial Strategies set out Government's planning and transport policy for each region for a 15-20 year period. The strategies provide part of the statutory framework for determining planning applications, as well as for preparing both Local Development Documents and Local Transport Plans published on May 12th 2008.

The documents are available for public inspection at libraries and can be viewed and downloaded on the TSO website ([www.tsoshop.co.uk](http://www.tsoshop.co.uk)).

## Community Strategy

**4.8** A revised community strategy was agreed by the Bedfordshire Countywide Partnership on the 25th July 2007. It includes a number of key priorities, to which the Minerals and Waste Development Plans can contribute in line with the Governments Sustainable Communities Agenda. The Councils aim to integrate the relevant aspects of the Community Strategy into the production of the Minerals and Waste Development Documents, along with monitoring objectives to ensure this is being done effectively.

**4.9** Luton Borough Council also has a community strategy, and this will be considered during the preparation of the Minerals and Waste Development Framework.

## 5 Minerals and Waste Development Scheme

**5.1** The Minerals and Waste Local Development Scheme (LDS) is a 'project plan' identifying which local development documents will be produced, in what order and when. It also identifies which policies of the adopted Minerals and Waste Local Plan have been saved, and the timescale by which others will be reviewed and replaced.

Bedfordshire and Luton formerly brought into effect their revised Scheme in May 2007 (previously adopted November 2005). This updated scheme contains the revised timetable for the production of the minerals and waste documents for inclusion in the Bedfordshire and Luton Minerals and Waste Development Framework.

**5.2** This Annual Monitoring Report sets out in the tables below, actual and anticipated progress against the milestones set out in the revised scheme.

**5.3** However, at the time of writing plans are afoot to re-organise the existing two-tier administration of Bedfordshire to create two new unitary councils. From 1<sup>st</sup> April 2009 there will be two unitary authorities for Bedfordshire - one for Bedford Borough and a second for the rest of the County area (to be known as Central Bedfordshire). Elections to these new authorities will take place in May / June 2009.

**5.4** On the 1<sup>st</sup> of April 2009 all county functions will transfer to the new unitary councils. It has been decided that the best option for minerals and waste planning is to retain a shared service across the County, hosted by Central Bedfordshire. We are therefore recasting our LDS in conjunction with the new Central Bedfordshire authority, and will be submitting a revised LDS to the Secretary of State in December 2008.

### Minerals and Waste Core Strategy and Site Allocations Development Plan Documents

Table 5.1 Progress on Minerals DPD milestones

Milestone	Minerals Core Strategy	Minerals Site Allocation Plan	Stage of Progress
<b>Evidence Gathering</b>	April 05 – Jan 06	April 05 – Jan 06	Achieved
<b>Issues Consultation</b>	Jan 06 – May 07	Jan 06 – May 07	Achieved
<b>Preferred Options Consultation</b> *	May 07 - June 07	May 07 - June 07	Not achieved <i>(Consultation was Sep 07 - Oct 07)</i>
<b>Submission</b> *	Jan 08	Jan 08	Not achieved
<b>Consultation</b>	Jan 08 - Feb 08	Jan 08 - Feb 08	Not achieved
<b>Pre Exam Meeting</b> *	April 08	Oct 08	Not achieved
<b>Examination</b> *	June 08	Dec 08	Unlikely to achieve
<b>Receipt of Inspectors Report</b>	Oct 08	April 09	Unlikely to achieve
<b>Adoption</b> *	Dec 08	June 09	Unlikely to achieve

Table 5.2 Progress on Waste DPD milestones

	Waste Core Strategy	Waste Site Allocation Plan	Stage of Progress
Evidence Gathering	Feb 06 – April 07	Feb 06 – April 07	Achieved
Issues Consultation	May 07 - June 08	May 07 - June 08	Achieved
Preferred Options Consultation *	June 08 - July 08	June 08 - July 08	Not achieved
Submission *	Jan 09	Jan 09	Unlikely to achieve
Consultation	Jan 09 - Feb 09	Jan 09 - Feb 09	Unlikely to achieve
Pre Exam Meeting *	April 09	Oct 09	Unlikely to achieve
Examination *	Jan 09 – Feb 09	Jan 09 – Feb 09	Unlikely to achieve
Receipt of Inspectors Report	Oct 09	April 10	Unlikely to achieve
Adoption *	Dec 09	June 10	Unlikely to achieve

\* = *Milestones*

### Observations regarding MWDF Progress

**5.5** In relation to MWDF progress, issues of staff resources, amendments to planning policy statement 12 (PPS12), and local government re-organisation have created a challenging environment in which to prepare minerals and waste development frameworks. More detail is given below:

#### Minerals

##### **5.6** Silica Sand Study Published/Supplementary Mineral Site Put Forward for consideration

Consultation was undertaken on the Minerals Core Strategy and Site Allocations Preferred Options between September and October 2007. In February 2008 the results of the silica sand study, undertaken by Cuesta Consulting Ltd, were published. This identified the need for an additional silica sand site to be identified in Bedfordshire. Meanwhile, an additional silica sand site was put forward for consideration: MD50 - Clipstone. Consequently, the preferred options documents have been reviewed, and we have undergone further consultation on this new site which ended in May 2008.

#### Waste

##### **5.7** Supplementary Waste Sites

Eight new sites came forward for consideration for possible inclusion in the plan and these required public consultation which ended in June 2008.

##### **5.8** Revised PPS12 Published

In June 2008, the Government published their revised PPS12: Local Spatial Planning which replaces the former PPS12:Local Development Frameworks. PPS12 is the Governments planning policy statement relating to the preparation of local development frameworks, which advises placing 'strategic' sites within the core strategy rather than the site allocations document. We are currently reviewing the implications of this in terms of the waste DPD's.

## General

### 5.9 Local Government Re-organisation

As stated in para. 5.3 the current administration of Bedfordshire is split between the County Council and three district-level authorities, together with Luton operating under a unitary council. However plans are afoot to re-organise local government to create two unitary councils (Bedford Borough and Central Bedfordshire) to replace the current two-tier set up. The Government has now confirmed that unitary reorganisation is to take place. From 1<sup>st</sup> April 2009 there will be two unitary authorities for Bedfordshire. The forward planning team has lost two members of staff over the last year, and the restrictions imposed by local government reorganisation has meant that it has not been possible to fill these vacant posts.

### What Next?

**5.10** As stated previously, we are currently re-casting our LDS for submission to the Secretary of State by the end of December this year (2008). Though timings have yet to be finalised, we plan to develop a Waste Core Strategy Preferred Options document in line with the revised PPS12 over the coming months.

**5.11** Regarding minerals, we have progressed to preferred options stage for both the Core Strategy and Site Allocations documents. The next stage will be to produce a Draft Submission document.

## Statement of Community Involvement

Table 5.3 Progress on SCI milestones

	Statement of Community Involvement	Stage of Progress
<b>Evidence Gathering</b>	April 05 – July 05 (Scoping)	Achieved
<b>Issues Consultation</b>	August 05 – September 05 (Reg 25)	Achieved
<b>Preferred Options Consultation *</b>	November 05 – December 05 ( Reg 26)	Achieved
<b>Submission *</b>	March 06	Achieved
<b>Consultation</b>	March 06 – April 06	Achieved
<b>Pre Exam Meeting *</b>	Not required	Not Applicable
<b>Examination *</b>	July 06	Achieved
<b>Receipt of Inspectors Report</b>	August 06	Achieved
<b>Adoption*</b>	November 06	Achieved

### 5.12 *Adopted November 2006*

## Supplementary Planning Document

Table 5.4 Progress on SPD milestones

	Waste Facilities SPD	Stage of Progress
Evidence Gathering	June 05 – September 05	Achieved
Prepare Draft SPD	October 05 – December 05	Achieved

	Waste Facilities SPD	Stage of Progress
Public Participation on Draft SPD( Reg 17)	January 06 – February 06	Achieved
Analyse Representations and finalise SPD	March 06 – May 06	Achieved
Adoption	June 06	Achieved
Monitoring	June 06 onwards	Achieved

Observations regarding the SPD

### **Adopted 18<sup>th</sup> April 2006**

**5.13** Bedfordshire and Luton have produced a Supplementary Planning Document to provide extra guidance and support to Policies W5 and W6 of the adopted Minerals and Waste Local Plan regarding provisions for sustainable waste management within new development.

**5.14** Bedfordshire and Luton received consultancy support from DEFRA as part of the Waste Implementation Programme (WIP) Local Authority Support Unit (LASU) for the production of this document

**5.15** The Supplementary Planning Document has now been adopted. This SPD is implemented through Luton Borough Council and the District Councils. These are Bedford Borough Council, Mid Bedfordshire District Council and South Bedfordshire District Council. The County Council held seminars with each of the Districts and Luton to discuss the SPD, its purpose and its implementation. Responsibilities for ensuring developers are aware and use this SPD lies with the Districts in their pre application discussions with potential developers and within their planning decisions. The County Council has been providing initial guidance and has been assisting developers and district officers in the implementation of the SPD.

## 6 Policy Use in Development Control for Minerals and Waste Development

**6.1** Monitoring of policies is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. Monitoring helps to address a number of questions:

- Are policies achieving their objectives and in particular are they delivering sustainable development?
- Have policies had unintentional consequences?
- Are the assumptions and objectives behind policies still relevant?
- Are the targets achieved?

**6.2** The use of the adopted Minerals and Waste Local Plan within the role of development control at County level has been analysed to examine which policies have been used in the decision making process. This will help in assessing whether the policies should be considered for inclusion in the Framework. Some of the policies contained within the Minerals and Waste Local Plan are implemented by the District and Borough Councils through their development control process, and thus it is difficult to monitor their uptake. This is particularly pertinent to Policies W5 and W6 (Waste Audits and Provision of Waste Facilities with new Development), which, being applicable to all forms of development, will be implemented by the District Planning Authorities. We are working with the District and Borough councils to improve this.

**6.3** We have not considered Luton's use of the Minerals and Waste Local Plan Policies as Luton Borough Council are responsible for producing their own monitoring report.

### Minerals Policy Use within Development Control Decisions

**6.4** The Policies and amount of times that they were used in the making of decisions on all mineral applications that were determined in the period of the financial year 2007/08 can be seen in Table 5..

**6.5** (For a list of all applications determined in the period 2007/08 see Appendix 2)

**Table 6.1 Mineral Policy Use**

Policy	Policy Title	Times Used 05/06	Times Used 06/07	Times Used 07/08
M1	Minerals Extraction Strategy	1	2	3
M2 & M3	Aggregates Landbank and Silica Sand Landbank	3	1	2
M4	Protection of Mineral Resources/Mineral Consultation areas	0	1	2
M5	Rationalisation of reserves and restoration of old sites	0	0	0
M6	Requirements for determination of minerals applications	3	2	6
M7	Importation of materials for processing	1	0	1
M8	Borrow Pits	2	1	0
M9	Rail Aggregates Depots	0	0	0

### Observations on Mineral Policy Usage

As can be seen from the Table 1, all the policies except M5, M8 and M9 have been used in the determination of various applications and therefore are performing well.

Policies that have not been used in determination and reasoning for non usage:

**M5** Rationalisation of reserves and restoration of old sites.

**M8** Borrow Pits

**M9** Rail Aggregates Depots

Bedfordshire believe that the lack of use of this policies is due to the fact that applications for sites to which these policies would be applicable have not been submitted.

As discussed in Chapter 4 all Mineral policies have been saved until they are replaced by the new minerals DPD's.

### Waste Policy Use within Development Control Decisions

**6.6** The Policies and amount of times they were used in the making of decisions on all waste applications that were determined in the period of the financial year 07/08 can be seen below:

Table 6.2 Waste policy use

Policy	Policy Title	Times Used	Times Used	Times Used	Policy	Policy Title	Times Used	Times Used	Times Used
		05/06	06/07	07/08			05/06	06/07	07/08
W1	Key Principles	3	7	5	W11	Composting	2	0	0
W2	Imported Waste	1	3	0	W12	Anaerobic Digestion	0	0	0
W3	County Self Sufficiency	0	0	0	W13	Energy Recovery Plant	0	2	1
W4	Waste Minimisation	1	0	0	W14	Non Inert Landfill Provision	1	1	0
W5	Management of Wastes at Source: Waste Audits	0	0	0	W15	Pre landfill Waste Treatments	0	0	0
W6	Management of Wastes at Source: Provision of facilities with new development	0	0	0	W16	Landfill Gas	2	0	0
W7	Preferred locations for integrated waste management facilities	0	0	0	W17	Land Raising	4	5	1
W8	Waste Recovery	2	0	1	W18	Sewage Treatment Works	0	1	2
W9	Waste Transfer and Materials Recovery Facilities	8	7	8	W19	Clinical Waste Incineration facilities	0	0	0
W10	Household Waste Recycling Centres	0	0	2	W20	Inert Waste Recycling	1	0	1
					W21	Inert Waste Landfill	2	4	2

### 6.7 Observations on Waste Policy Usage

As can be seen in Table 6.12, most of the waste policies within the Minerals and Waste Local Plan are being utilised within determining applications

Policies that have not been used in determination and reasoning for non usage:

**W2 Imported Waste**

**W3 County Self Sufficiency**

**W4 Waste Minimisation**

**W5 Management of Wastes at Source: Waste Audits**

**W6 Management of Wastes at Source: Provision of facilities with new development**

**W7 Preferred locations for integrated waste management facilities**

**W11 Composting**

**W12 Anaerobic Digestion**

**W14 Pre landfill Waste Treatments**

**W15 Pre landfill Waste Treatments**

**W16 Landfill Gas**

**W19 Clinical Waste Incineration facilities**

Bedfordshire believe that the lack of use of these policies is due to applications for sites to which these policies would be applicable have not been submitted, such as Clinical Waste Incineration Facilities and Household Waste Recycling Facilities.

W5 and W6 are mainly implemented through the Districts and we are currently investigating ways in which to monitor this.

**6.8** W15 (Pre-landfill treatments for biodegradable waste) has been reviewed following a request to the Secretary of State (see Chapter 4 - Saved Plans) and expired on the 23rd of January 2008.

**General Environment Policy Use in Development Control Decisions**

**Table 6.3 General Environment Policy Use in Development Control**

Policy	Policy Title	Times Used		
		05/06	06/07	07/08
GE1	Matters to be addressed in planning applications	9	12	9
GE2	Restoration/Improvement of the Marston Vale	8	8	7
GE3	Environmental improvement of the Greensand Trust area	0	0	0
GE4	Environmental improvement of the Ivel and Ouse Valleys	1	5	2
GE5	Protection of Green Belt Land	6	2	2
GE6	Protection of Best and most Versatile agricultural land	3	3	3
GE7	Protection of Chilterns Area of Outstanding Natural Beauty	0	1	0
GE8	Protection of AGLV	4	5	2
GE9	Landscape Protection and Landscaping	19	15	15
GE10	Protection/Enhancement of trees and woodland	10	6	7
GE11	Protection of sites of national nature conservation importance	2	2	0
GE12	Protection of locally designated nature conservation sites, regionally important geological/geomorphological sites ( RIGS) and undesignated sites of significant conservation interest	2	2	2
GE13	Species and Habitat Protection and Enhancement	7	8	7
GE14	Archaeology	6	5	5
GE15	Statutorily designated Historic Buildings and Sites	2	2	1
GE16	Local Historic Buildings, Conservation Areas and Historic Environment Sites	0	0	0

Policy	Policy Title	Times Used	Times Used	Times Used
		05/06	06/07	07/08
GE17	Pollution Control	18	10	11
GE18	Disturbance	28	33	23
GE19	Flooding	4	7	4
GE20	Water Resources	12	9	5
GE21	Public Rights of Way	5	8	9
GE22	Transport: Alternative means	2	1	1
GE23	Transport: Suitability of local road network	17	23	15
GE24	Ancillary minerals and waste developments	5	1	0
GE25	Buffer Zones	2	2	1
GE26	Restoration	8	11	10
GE27	Aftercare	4	3	8

### 6.9 Observations on General Environment Policy Usage

The policies within the General Environment Section of the Minerals and Waste Local Plan are performing well within the determination of Planning Applications, in particular GE18 and GE23.

Policies that have not been used in determination and reasoning for non usage:

#### GE3 Environmental Improvement of the Greensand Trust Area

This policy has not been used in the time period 07/08. Though undertaking the monitoring, it was found that there were a number of applications to which GE3 would have been applicable. We have raised this issue with the relevant case officers.

#### GE7 Protection of Chilterns Area of Outstanding Natural Beauty

This policy has not been used as we have determined no applications regarding Minerals and Waste that would involve the above area 07/08.

#### GE11 Protection of sites of national nature conservation importance

This policy has not been used as we have determined no applications regarding Minerals and Waste that would involve the above area 07/08.

#### GE16 Local Historic Buildings, Conservation Areas and Historic Environment Sites

This policy has not been used as we have determined no applications regarding Minerals and Waste that would involve the above areas and buildings in the period 07/08.

#### GE24 Ancillary minerals and waste developments

This policy has not been used as we have determined no applications regarding Minerals and Waste to which this policy would be applicable in the period 07/08.

A request has been made to the Secretary of State (see Chapter 4, Saved Plans) and all General Environment policies will remain intact until they are replaced by the new MW framework documents.

## Overall Observations on Policy Usage within Minerals and Waste Planning Decisions

**6.10** As mentioned throughout this policy section the recent adoption of the MWLP has limited the time period and hence the effectiveness of monitoring of the use of policies.

Even if certain policies are not reflected in the final decision report for a planning application, whether it is minerals or waste, this does not mean they are not considered throughout the development process. For example a seemingly unused policy may have guided a developer at a pre-application stage. Or as mentioned earlier, a district council may have used other policies in their development decisions.

Through the replacement of the Minerals and Waste Local Plan with the Minerals and Waste Development Framework, as set out in the scheme, all policies will be reviewed and consideration given as to whether they will be included in the framework, wholly or amended. As well as examining the use of the policies within development control, changes in legislation, government guidance and regional strategies will also be considered when formulating the policies that will form the development plan documents.

## Planning Applications

**6.11** For the period 1<sup>st</sup> April 07 – March 31<sup>st</sup> 2008 Bedfordshire received 32 planning applications. Whether they were approved, refused, withdrawn or were still outstanding at the end of this period can be seen in Table 6.4 for Mineral applications and Table 6.5 for Waste Applications.

**Table 6.4 Total applications received in period 07/08**

Total County Matter Planning Applications Received during time period	Approved	Refused	Outstanding	Withdrawn
32	29	2	0	1

**Table 6.5 Total mineral applications received in the period 07/08**

Total County Matter Mineral Planning Applications Received during time period	Approved	Refused	Outstanding*	Withdrawn
12	11	1	0	

**Table 6.6 Total waste applications received in the period 07/08**

Total County Matter Waste Planning Applications Received during time period	Approved	Refused	Outstanding*	Withdrawn
20	18	1	0	1

## 7 Aggregate Monitoring

### Planning Permissions Granted and Refused

#### Planning Permissions Granted

**7.1** Three significant applications for mineral extraction were determined during the time period April 1<sup>st</sup> 2007 and March 31<sup>st</sup> 2008. One was permitted, one committed, and one refused. Details are below:

Permission was granted for the following extraction:

- Land at Black Cat Island, Roxton - winning and working of sand and gravel (1.06 million tonnes) and mineral processing plant with restoration to agriculture, riverine channels and wet woodland, with floodplain pasture, incorporating the importation of inert waste (93,000 cubic metres)
- Land south of Broom - extraction, processing and sale of sand and gravel (5.45 million tonnes), erection of concrete batching plant and construction of improved access to B658. Members resolved to approve in January 2008 subject to a legal agreement. Planning permission was eventually released in September 2008.

#### 7.2 Planning Permissions Refused

There was only one significant application for mineral extraction refused during the time period April 1<sup>st</sup> 2007 and March 31<sup>st</sup> 2008. Details below:

- Medbury Farm, Elstow - extraction of sand and gravel (1.8 million tonnes) with restoration to agriculture and lakes, construction of access road from Wilstead Road with associated roundabout and erection of processing plant and ancillary facilities.

### Aggregate Sales, Reserve and Landbank for Bedfordshire and Luton

**7.3** Bedfordshire and Luton's annual call on reserves is 1,930,000 tonnes as set by the regional apportionment 2001-2016 as approved by the Regional Planning Assembly.

**Table 7.1 Aggregate Sales for Bedfordshire and Luton**

Sales (000 tonnes)					Average
2003 (Taken from Bedfordshire County Council annual survey)	2004	2005 (Taken from RAWP)*	2006 (Taken from RAWP)*	2007 (Taken from RAWP)*	2003 -2007
1,663	1,993	1,663	1,487	1,612	1,684

\*RAWP: The figures used in this report have been taken from the East of England Regional Aggregates Working Party (RAWP) annual monitoring data. Each year the RAWP conduct a survey in relation to the supply of, and demand for construction aggregates (including sand, gravels and crushed rock) for the preceding calendar year. The surveys are conducted in such a way as to preserve commercial confidentiality regarding individual site data. To this end, only collated figures are reported. It is important to note that non-construction aggregates (for example specialist / silica sands) are outside the scope of the RAWP annual monitoring survey, and are not provided as part of these figures.

**Table 7.2 Total aggregate reserve with planning permission, and landbank for Bedfordshire and Luton**

Annual Call on Reserves (tonnes)	2007 Reserve (Taken from RAWP) (tonnes)	Landbank (Years) By Regional Apportionment
1,930,000	18,831,057	9.76

**7.4** It is interesting to note that although the total construction aggregate reserve for 2007 is 18,831,057 tonnes, in reality this figure will be higher as a result of recent permissions being granted / committed for mineral extraction at Black Cat and Broom (see section 7.1). This brings the total aggregate reserve up to 25,341,057 tonnes, and consequently increases the landbank to 13.13 years.

### Maintaining a Split Landbank

**7.5** As stated, Government guidance requires Mineral Planning Authorities (MPAs) to maintain a landbank of aggregates reserves (with benefit of planning permission) sufficient for at least 7 years supply. These requirements relate to total aggregates landbanks – there is no specific requirement for any split between aggregates types (e.g. building sands and concreting sands and gravels), although the guidance does state that separate landbanks may be appropriate where the main landbank comprises a mix of different mineral types, and where reserves of the different aggregate types may be identified separately and unambiguously.

**7.6** Other MPAs in the East of England maintain a single aggregates landbank, which is generally dominated by concreting sands and gravels. The situation in Bedfordshire is somewhat different, however, with large reserves of building sands located in the Greensand Ridge deposits, principally around Leighton Buzzard / Heath and Reach. These reserves also contain significant deposits of silica / specialist sands, with both categories of material being intermingled within each pit according to the variation of the strata therein. As government policy requires a 10 year landbank for silica sands this effectively means that the landbank for building sands will inevitably be larger than would be the case if the building sand landbank were to be determined on its own. This creates a particular issue as to how the overall aggregates landbank should be addressed. Policy M2 of the adopted Minerals and Waste Local Plan advocates maintaining a split landbank, with separate landbanks for building sands, concreting sands and gravels, and silica / specialist sands.

**Table 7.3 Remaining reserves for building sands, concreting sands and gravels, and silica / specialist sands (as of December 31st 2007)**

Building Sands	Concreting Sands and Gravels	Silica / Specialist Sand
427,000	2,407,400	6,698,360

**7.7** It is important to note that for a split landbank to be effective, it is essential for the minerals industry to work with the MPA to ensure robust monitoring of the split landbank. However, as can be seen from data provided by the minerals industry this year, it can be very difficult to obtain data of sufficient detail for this to be achieved: of the total 2007 aggregate reserve (18,831,057 tonnes), only 2,800,000 tonnes was differentiated into building sands versus concreting sands and gravels, leaving approximately 16,000,000 tonnes undifferentiated. In other words 85% of aggregate reserves are undifferentiated. Should this continue then the MPA will have little alternative other than to revert to the application of a single landbank, as it is proving very difficult to monitor and implement the policy.

## Brick clay and Chalk Reserves

**Table 7.4 Remaining reserves (tonnes) with planning permission for Brickmaking Clay, and Chalk (as of December 31st 2007)**

Brick clay	Chalk
90,000,000	52,000,000

### 7.8 Brick clay

Current permitted brick clay reserves in Bedfordshire are in the order of 90,000,000 tonnes. However, during the AMR period only one site (Quest Pit) was active. In February 2008 brick production at Stewartby ceased, with the resultant closure of Quest Pit. Therefore there are currently no active brick clay sites within Bedfordshire.

### 7.9 Chalk

There is currently only one operational chalk quarry in Bedfordshire, located at Kensworth. Chalk is supplied by pipeline in the form of slurry, from Kensworth Quarry to cement works located in Warwickshire.

## Recycled Construction and Demolition Waste

**7.10** Construction and Demolition (C&D) waste arises from the construction, renovation and demolition of buildings, roads and bridges. Within C&D waste there are many materials which have the potential to be recovered and recycled. C&D waste is typically recycled using crushers, screens, or a combination of both, providing an important source of recycled / secondary aggregates. However, obtaining accurate data can be extremely difficult. Our own annual waste survey has had very limited success. (Refer to Waste Section of Annual Monitoring Report for more information). Therefore we have no complete figures for recycled C&D waste, and have thus used the figures set out in the ERM <sup>(a)</sup> study. This report made a conservative assumption that net arisings of C&D waste will remain constant over time. This assumption reflects in part the impact of the landfill tax and the Aggregates Levy, which will encourage the re-use of C&D waste on site in order to avoid additional disposal and raw material costs. Based on these factors, the study developed two growth rate scenarios for C&D arisings: a best case scenario assuming 0% growth, and a worst case scenario using the forecasted average economic growth across the construction and service sector. Based on these assumptions, the report predicted 228,000 tonnes (best case) and 246,000 (worst case) tonnes of total C&D waste arisings for the period 2007/08. Applying the 50% recycling target gives the following predicted arisings of recycled C&D waste (i.e. secondary aggregates) for the period 2007/08:

**Table 7.5 Recycled C&D Waste for Bedfordshire and Luton**

Recycled C & D Waste (Best Case Scenario) Tonnes	Recycled C & D Waste (Worst Case Scenario) Tonnes
114,000	123,000

**7.11** More recently the East of England Study into the Markets for Hard to Recycle Materials (August 2008) set out the location of six C&D recyclers within Bedfordshire, with each crusher estimated to recycle approximately 66,271 tonnes per annum <sup>(b)</sup>. This would indicate that there are approximately 400,000 tonnes of C&D crushing capacity within Bedfordshire at the time of writing.

### 7.12

(a) ERM (2005) Study of Existing Waste Facilities Capacity and Future Needs in East of England: Final Report

(b) Department for Communities and Local Government, Survey of Arisings and Use Alternatives to Primary Aggregates in England - Construction, Demolition and Excavation Waste, 2005.

## 8 Waste Monitoring

### Planning Permissions Granted and Refused

**8.1** The main applications for waste sites during the period April 1<sup>st</sup> 2007 and March 31<sup>st</sup> 2008 can be seen below.

#### Granted

- Unit 16, Harmill Industrial Estate, Grovebury Road, Leighton Buzzard: Materials Recovery Facility. Modification of existing planning permission to increase the projected maximum annual throughput of non-hazardous waste (e.g. paper and cardboard) by 2000 tonnes.
- Cainhoe Quarry, Beadlow: Installation of new plant and supporting infrastructure to facilitate the recycling of up to 125,000 tonnes of inert construction and demolition waste per annum.
- Herne Grange Composting Site, Park Road, Toddington: Variation of condition to increase vehicle movements resulting in an increase in capacity at the site from 4,000 to 12,000 tonnes per annum of green waste.
- Whitsundoles Farm, Salford: Installation of a demonstrator BioDiesel plant accepting a maximum of 1,200,000 litres of non-hazardous waste food oils per annum.
- Green Lane, Stewartby, Bedfordshire: Retention of materials recovery facility for sorting and bulking of up to 45,000 tonnes of mainly hazardous wastes per annum.
- Four Winds, West End, Haynes: Materials recovery facility handling a maximum projected annual throughput of 5,000 tonnes of waste, comprising 2,500 tonnes inert waste, and 2,500 non-hazardous waste (including items from domestic and office clearance and mixed waste from small scale demolition or construction projects).

#### Refused

**8.2** Only one planning application for a waste site was refused during the period April 1<sup>st</sup> 2007 and March 31<sup>st</sup> 2008. Details are given below:

- Land adjoining Cauldwell Walk, Bedford: Construction of a new acoustic screen between the scrap metal shear plant and the railway line.

## Waste Capacity Figures

**8.3** Each year the authorities undertake a survey of waste operations within their area. Unfortunately there has again been some difficulty in obtaining accurate statistics of waste arisings, particularly for commercial and industrial waste as there is no obligation for operators to provide this information unless there is an existing condition on the planning permission requesting such information. Consequently our knowledge on actual waste throughput within the sites of Bedfordshire and Luton is limited. Therefore to ascertain these figures we have used a variety of methods, including planning applications as well as the annual survey.

### 8.4 Waste Management Capacity

**Table 8.1 (below) sets out the annual throughput capacities for waste management sites in Bedfordshire as of September 2008**

Waste Management Type	Capacity (Tonnes per Annum)*
Aggregates Recycling	650,999*
Anaerobic Digestion	30,000
Composting	69,000*
Incineration with energy recovery	287,000*

\* Taken from Bedfordshire County Council WPA records.

### Landfill Site Capacity

**Table 8.2 (below) sets out landfill capacity for both inert and municipal landfill within Bedfordshire as of 1st April 2008**

Waste Management Type	Capacity / Remaining Void Space (m <sup>3</sup> )
Landfill (Inert)*	1,829,000
Landfill (Non-Hazardous)	2,623,296

\* Taken from Bedfordshire County Council records. As stated, we have used a variety of methods to ascertain a figure for remaining inert landfill in Bedfordshire. Where initial figures were expressed as tonnes of inert waste these have been converted to cubic metres using the assumption that 1.5 tonnes of inert waste will occupy approximately 1 cubic metre of landfill, when compacted.

### Annual Waste Site Throughput

**8.5** As stated actual responses are difficult to obtain from waste operators. Consequently our knowledge on actual waste throughput within the sites of Bedfordshire and Luton is limited as can be seen below:

Waste Management Type	Notes	Throughput 2007/2008 (Tonnes)
Aggregates Recycling	0/10 forms returned	Unknown
Materials Recovery Facility	8/14 forms returned	441,259
Incineration with energy recovery	0/3 forms returned	Unknown
Anaerobic Digestion	1/1 form returned	13,549
Composting	3/7 forms returned	22,919
Landfill (Inert)	4/12 forms returned	176,000
Landfill (Non-inert)	1/3 form returned	103,470

## Local Development Framework Core Output Indicators

**8.6** Under monitoring guidance, LPAs are required to address a set of core indicators in their AMRs. With regards to waste, LPAs must publish details of total municipal waste arisings, and household wastes collected. This data is collected by the County Council as Waste Disposal Authority and reported to government via a web based system called 'WasteDataFlow' from which the following data is taken in tables 8.3 and 8.4 is taken.

**8.7** For clarity, 'household waste' is defined as all waste collected by Waste Collection Authorities (WCAs), including street cleansing and litter collection wastes, and waste arisings from Civic Amenity (CA) Sites (but excluding rubble, fly-tipped, and commercial wastes).

**8.8** 'Municipal waste' includes all the above 'household wastes', and in addition includes fly-tipped wastes, rubble (including soil associated with the rubble), as well as wastes from businesses collected by the council.

**8.9** Table 8.3 shows the total municipal waste collected and landfilled in Bedfordshire in 2007/08. Table 8.4 shows only household waste, broken down into waste management types (e.g. landfill, recycling etc).

**Table 8.3 Total Municipal Waste Collected and Landfilled in Bedfordshire (2007/08)**

Total Municipal Waste Collected (Tonnes)	Total Municipal Waste Landfilled (Tonnes)	% of Total Municipal Waste Collected
212,481	131,367.52	61.8

**Table 8.4 Total Household Waste for Bedfordshire and Recyclables Handled in 2007/08 (Excluding Construction & Demolition and Flytipped)**

Year	Total Household Waste (Tonnes)	Total Recycled (Tonnes)	Total Recycled (%)	Total Composting / Anaerobic Digestion (Tonnes)	Total Composting / Anaerobic Digestion (%)	Total Energy Recovery (Tonnes)	Total Energy Recovery (%)	Total Landfill (Tonnes)	Total Landfill (%)
2007/08	203,913	49,157	24.11	31,311	15	262	0.13	123,099	60
2006/07	203,955	43,387	21	28,553	14	81	0.04	131,934	64
2005/06	200,975	38,211	19	26,126	13	100	0.05	136,537	67
2004/05	204,782	34,699	16	14,334	7	2,047	1	153,701	75
2003/04	205,274	24,924	12	8,210	4	1,492	0.727	170,647	83

### 8.10 Observations on Figures in Table 8.4

It can be seen that municipal waste arisings have reduced between the periods 2002 – 2008. The County Council has continued to increase its recycling and recovery levels to just under 40%. This has been achieved with the support of the District and Borough Councils. The County Council has exceeded the statutory performance target of 18%.

It can be seen that the total recycled figure has increased by 5,770 tonnes in the last year to 24% of waste collected. Composting / anaerobic digestion has also risen to approximately 15% of the total waste handled.

The County is continually working to improve on these figures and reduce the amount of waste going to landfill in line with Government guidance and targets.

The figures above do not take account of Construction and Demolition, Commercial and Flytipped waste arisings. For the purposes of BVPIs these waste streams are excluded from recycling and composting target calculations. Figures for Flytipped waste arisings can be seen in Table 8.6 below:

**Table 8.5 Flytipped Waste Arisings 2007/08**

Flytipped (Tonnes)
1269

**8.11** *Observations on Figures in Table 8.6*

**8.12** Please note that none of the fly tipped waste is recycled as it is normally contaminated and as yet facilities do not exist to sort and cater for this area. Therefore 100% is landfilled.

## 9 Future AMR Works

**9.1** There have been a number of issues that will need to be resolved by the next Annual Monitoring Report. These have been discussed in the relevant sections of this report. However, for ease of reference, the main issues and their proposed resolutions are summarised below:

- **Maintaining a split landbank:**

As stated, Bedfordshire currently maintains a split landbank, with separate landbanks for building sands, concreting sands and gravels, and silica / specialist sands. In order for this to be effective, it is essential that the minerals industry work with the MPA to ensure robust monitoring of the split landbank. However, as discussed it has been very difficult to obtain data of sufficient detail for this to be achieved. We will continue to actively encourage the minerals industry to provide this information, however should this situation remain unchanged, then we will have little alternative other than to revert to the application of a single landbank.

- **Lack of figures for production of secondary / recycled aggregates:**

As stated this is another area where accurate data is extremely difficult to obtain. We will be working towards improving our links with industry and the Environment Agency to obtain this information for next year.

- **Lack of policy useage:**

The Annual Monitoring Report policy chapter has highlighted that some policies are not being used in development control decisions, where they may have been of benefit. This issues has been addressed within the Development Control team at County Hall and needs to be monitored over the next year.

- **Monitoring indicators:**

In developing and consulting on Development Plan Documents in the Minerals and Waste Development Framework will be formulating indicators for future AMRs to ensure that they are founded on a robust and transparent monitoring framework.

# 10 Appendix

## Planning Applications for Mineral Sites

**Table 10.1 Appendix 2 Planning Applications for Mineral Sites 1st April 2007 - 31st March 2008**

App No	Site Name	Operator	Proposal	Outcome as at March 31 <sup>st</sup> 2008	Adopted Policies Used
BC/CM/2007/07	M1 widening borrow pit, land at Round Wood, Slip End, Luton.	Balfour Beatty Skanska	Variation of condition to allow revised restoration contours for the M1 widening borrow pit.	Permitted	GE21, GE26, GE27
BC/CM/2006/33	Whitsundoles Farm Quarry, Salford.	E T Hall & Sons	Additional area for clay extraction, with restoration using imported inert waste.	Permitted	GE1, GE2, GE9, GE18, GE21, GE23, GE26, GE27, M1, M6, W21
BC/CM/2007/5	Stone Lane Quarry	The Greensand Trust	Change of use of part of restored community woodland to a small mountain bike area for local community.	Permitted	GE5, GE8, GE9, GE10, GE17, GE18, GE19, GE20, GE23, GE26
BC/CM/2007/18	Cainhoe Quarry, Beadlow.	Thomas Bros Excavations (Luton) Ltd	Retention and erection of 2.4 metre high palisade fencing at the entrance to Cainhoe Quarry	Permitted	GE9
BC/CM/2006/24	Former Elstow Hostel Site, land south of Stewartby Way.	O&H Properties Ltd	Excavation of part of the site to provide a flood mitigation facility	Permitted	M1, GE1, GE2, GE9, GE18, GE19, GE21, GE23, GE26, GE27, M6
BC/CM/2007/33	Whitsundoles Farm Quarry, Salford.	E T Hall and Sons	Variation of condition to allow an extension of time for mineral processing.	Permitted	M4, M7, GE18
BC/CM/2007/32	Whitsundoles Farm Quarry, Salford.	E T Hall and Sons	Variation of condition to allow an extension of time for mineral extraction.	Permitted	M4, M6, GE18, GE23
BC/CM/2006/13	Black Cat Island, Roxton	Lafarge Aggregates Ltd	Winning and working sand and gravel, and new mineral processing plant, with restoration to agriculture, riverine channels and wet woodland, with floodplain pastures, incorporating the importation of inert waste.	Permitted	M1, GE4, G6, GE9, GE10, GE19, GE14, GE18, GE20, GE21, GE23, GE26, GE27
BC/CM/2008/05	Octagon Farm South, Willington Quarry	Lafarge Aggregates Ltd	Variation of conditions to modify permitted working phases.	Permitted	GE6, GE13, GE14, GE16, GE17, GE18, GE19, GE20, GE23, GE26, GE27, M2, M6
BC/CM/2006/30	Land South of Broom	Tarmac Ltd	Extraction, processing, and sale of sand and gravel, erection of concrete batching plant and construction of improved access to B658.	Permitted	GE1, GE6, GE9, GE10, GE13, GE14, GE15, GE18, GE20, GE21, GE23, GE25, GE26, M2, M6
BC/CM/2005/12	Medbury Farm, Elstow	Cemex UK Materials Ltd	Extraction of sand and gravel with restoration to agriculture and lakes, construction of access road from Wilstead Road with	Refused	GE1, GE2, GE9, GE10, GE13, GE14, GE18, GE19, GE20, GE21, GE22, GE23, GE26, GE27, M6

App No	Site Name	Operator	Proposal	Outcome as at March 31 <sup>st</sup> 2008	Adopted Policies Used
			associated roundabout and erection of processing plant and ancillary facilities.		

## Planning Applications for Waste Sites

**Table 10.2 Appendix 3 Planning Applications for Waste Sites 1st April 2007 - 31st March 2008**

App No	Site Name	Operator	Proposal	Outcome as at March 31 <sup>st</sup> 2008	Adopted Policies Used
BC/CM/2007/12	Elstow Waste Transfer Station, Wilstead Road, Elstow.	Shanks Waste Management Ltd	Variation of conditions for temporary use of the western end of the site to provide a storage area for baled mixed dry recyclables for six months to facilitate the refurbishment of the existing waste transfer and sorting building.	Permitted	GE 2, GE 10, GE17, GE18, GE 20, W1
BC/CM/2007/10	Unit 16, Harmill Industrial Estate, Grovebury Road, Leighton Buzzard.	J P Callanan & Son Ltd	Storage, sorting and transfer of non-hazardous waste for the primary purpose of recovery. To effectively modify the current planning permission numbers 3/1992 and 11/1998 to permit non-hazardous wastes in addition to the currently permitted inert waste processing.	Permitted	GE1, GE17, GE18, GE23, W1, W9
BC/CM/2007/13	Land off Brewers Hill Road, Dunstable.	Dunstable Town Council	Renewal of Planning Permission - Collection point for park waste prior to transportation via waste transfer company, and addition of fourth skip for hardcore waste.	Permitted	W9, GE18
BC/CM/2007/24	Cainhoe Quarry, Beadlow.	Thomas Bros Excavations (Luton) Ltd.	Installation of new plant and supporting infrastructure to facilitate the recycling of inert construction and demolition waste.	Permitted	GE3, GE9, GE17, GE18, GE23, W9, W20
BC/CC/2007/39	Biggleswade HWRC, Bells Brook, Biggleswade.	Bedfordshire County Council	The erection of five 6m high CCTV Camera mounting columns.	Permitted	W10
BC/CM/2007/22	Coronation Pit, Broadmead Road, Stewartby.	Waste Recycling Group Ltd.	Variation of conditions to modify the approved restoration scheme, and details for protection of the aquicludes and aftercare of the restored land.	Permitted	GE2, GE12, GE13, GE18, GE20, GE21, GE26, GE27, GE28
BC/CM/2007/14	Herne Grange Composting site, Park Road, Toddington.	Heathcote Farms Ltd.	Variation of condition to allow an increase in vehicle movements.	Permitted	GE5, GE18, GE23
BC/CC/2007/40	Dunstable HWRC, French's Road, Dunstable	Bedfordshire County Council	The erection of Four 6m high CCTV Camera mounting columns.	Permitted	W10
BC/CM/2007/26	Clifton Sewage Treatments Works, Mere Henlow, Clifton Beds, SG18 9SD.	Anglian Water Ltd	Development of five Kiosks to house Controls, Electrical equipment, Pump and standby generators.	Permitted	GE9, GE13, GE14, GE21, GE27, W18

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App No	Site Name	Operator	Proposal	Outcome as at March 31 <sup>st</sup> 2008	Adopted Policies Used
BC/CM/2007/30	Materials Recycling Facility, Blackburn Road, Houghton Regis	Dunstable Waste Group Ltd	Variation of condition to extend hours of operation of can plant on a permanent basis.	Permitted	W9, GE18
BC/CM/2007/21	Land off Bedford Road, Cople	G Moore Haulage	Variation of Condition to extend the time allowed for soil importation for Golf Course.	Permitted	W17, W21, GE2, GE9, GE10, GE12, GE13, GE17, GE18, GE20, GE26
BC/CM/2007/31	Whitsundoles Farm, Salford	EuroFuelTech	Change of use of B1/B8 consented building for the installation of a demonstrator BioDiesel plant.	Permitted	W8, W9, GE17, GE18, GE23
BC/CM/2008/2	Biogas Plant, Oakley Littlewood, Clapham.	Bedfordia Farms Limited	Planning application for variation of condition to change the hours of access to the site by delivery vehicles.	Permitted	GE18
BC/CM/2008/1	Arlesey Landfill Site	Waste Recycling Group Ltd	Variation of condition for an extension of time for construction of a screening bund and associated landscaping in connection with power station, Arlesey Landfill Site.	Permitted	GE9, GE18
BC/CM/2005/45	Green Lane, Stewartby, Bedfordshire	Veolia ES Onyx Limited	The retention of a Waste Management Facility for the transfer (sorting and bulking) of wastes (including hazardous) prior to disposal.	Permitted	GE1, GE2, GE9, GE13, GE17, GE18, GE21, GE23, W9
BC/CM/2007/08	Marston Vale STW	Anglian Water Services Ltd	Construction of two chemical dosing units and associated control system.	Permitted	W18
BC/CM/2007/16	Land at Cauldwell Walk, Bedford.	European Metal Recycling	Retrospective approval for scrap metal shear plant, end of life vehicles building, store building, non-ferrous compound and storage bay.	Permitted	GE1, GE9, GE17, GE18, W1, W9
BC/CM/2008/4	Unit 83, Twinwoods Business Park, Bedford.	Mr M McCarthy	Pet Crematorium	Permitted	GE1, GE4, GE8, GE9, GE17, GE18, GE23, W1, W13
BC/CM/2007/09	Four Winds, West End, Haynes MK45 3QT	Wilstead Skip Hire	Waste transfer and materials handling facility.	Refused	W1, W9, GE1, GE9, GE10, GE17, GE18, GE20, GE23
BC/CM/2007/06	Land adjoining Cauldwell Walk, Bedford.	European Metal Recycling Ltd	Construction of new acoustic screen between the scrap metal shear plant and the railway line.	Refused	GE1

**Minerals and Waste Development Scheme ( May 2007)**



# Annual Monitoring Report 2007/08