

WASTE CORE STRATEGY PREFERRED OPTIONS CONSULTATION DOCUMENT

APRIL 2010



Central
Bedfordshire

LUTON
BOROUGH COUNCIL

Bedford Borough, Central Bedfordshire and
Luton Borough Council Working Together.

1 Introduction

Introduction

1.1 The Waste Core Strategy Preferred Options Consultation Document derives from the Issues and Options stage consultations carried out in 2007 on the Waste Core Strategy and Waste Site Allocations Plan. At that time the intention under the Local Development Scheme was to produce four separate Development Plan Documents:

Waste Core Strategy

Waste Sites Allocations

Minerals Core Strategy

Minerals Sites Allocations

1.2 The revised Minerals and Waste Local Development Scheme published in 2009 shows an intention to merge the previous work carried out in respect of minerals. The working draft Waste Core Strategy will be merged with the Minerals Preferred Options stage Core Strategy and Strategic sites from the Minerals Site Allocation Plan, during 2010. Prior to that merger taking place, the Waste element of the Core Strategy will undergo a further consultation and publicity on the Preferred Options, as set out in this document.

1.3 The revised Planning Policy Statement 12 published in 2008 indicates that Core Strategies may identify Strategic sites. Strategic sites are not defined in PPS12. However, the inclusion of strategic sites only, rather than all possible sites, will bring about significant resource saving in respect of document production, work associated with undergoing and writing up consultations, as a result of the reduction in the number of Development Plan Documents to be produced.

1.4 To be fully in accordance with PPS12 (2008), the time period of the Core Strategy must be for at least 15 years post adoption. The revised Local Development Scheme adopted in 2009 indicates an intention to adopt the Core Strategy in early 2012, and consequently the period of Plan is to 2027.

2 Plan area and Policy context	5
3 The Vision	19
4 The Preferred Option	35
5 Implementation and Monitoring	54

2 Plan area and Policy context

Plan Area and Policy Context

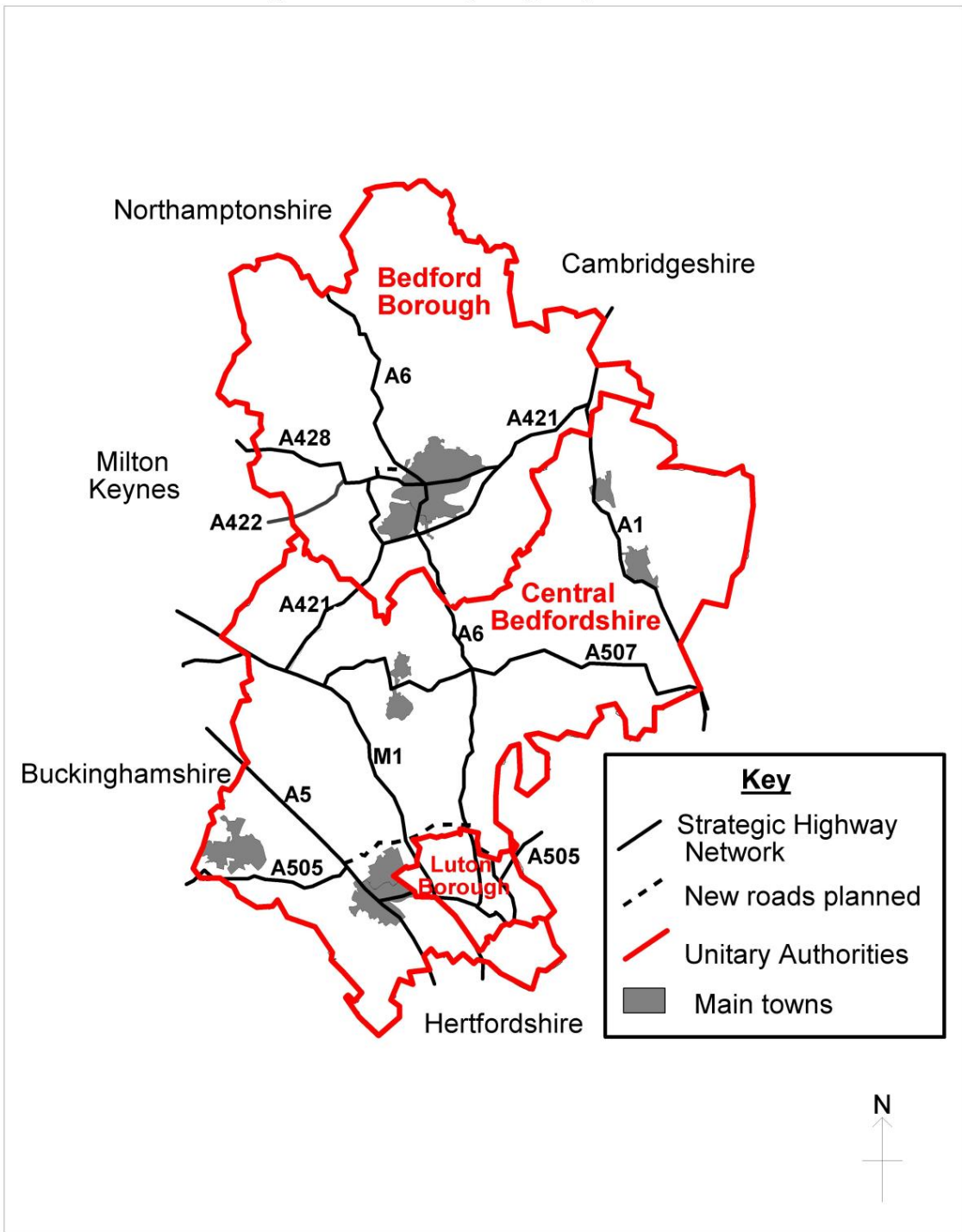
The geography of the Plan Area

The Plan area includes the areas of three Councils- Bedford Borough Council, Central Bedfordshire Council, and Luton Borough Council. Each of these Councils are Waste Planning Authorities, which means that they are responsible for the provision of Local Development Frameworks to establish where waste facilities should be located, and also for deciding planning applications for waste facilities. The Plan area has a common border with the areas of several other Waste Planning Authorities, including Northamptonshire to the north, Hertfordshire to the south and south east, Cambridgeshire to the east, and Milton Keynes and Buckinghamshire to the west.

The Plan area contains 610,700 people, and 1,235 square kilometres of land. Going from south to north, the Plan area contains the chalk bearing lands around Luton, falling gradually to the Greensand Ridge around Flitwick, Clophill, and Shefford. To the north of Luton is the Greensand Ridge, a distinctive feature which rises markedly from the clay vales to the north, such as the Vale of Marston, and which have been a traditional brick manufacturing area. To the east of the Plan area Biggleswade, Sandy, Pottton, and Wyboston, and the valley of the Lower Ouse river east of Bedford. The River Ouse flows through the middle of Bedford, with the Upper Ouse Valley to the north west of Bedford meandering through villages such as Harrold, Odell, and Bromham. Finally, the area to the north east of Bedford is sparsely populated, and borders Cambridgeshire to the north east, and Northamptonshire to the north/north-west.

The strategic highway network includes the A1 to the east, proceeding north-south, and the M1 on the western side, which proceeds north westerly past Luton and then beyond the Plan area. Other parts of the strategic highway network include the A6, which runs north-south from Luton through Bedford, to Northamptonshire; and the A421/A428, which runs west-east from the A1 to the M1. Diagram One shows the settlements, highway network, in the Plan area, and the boundaries of the three Councils.

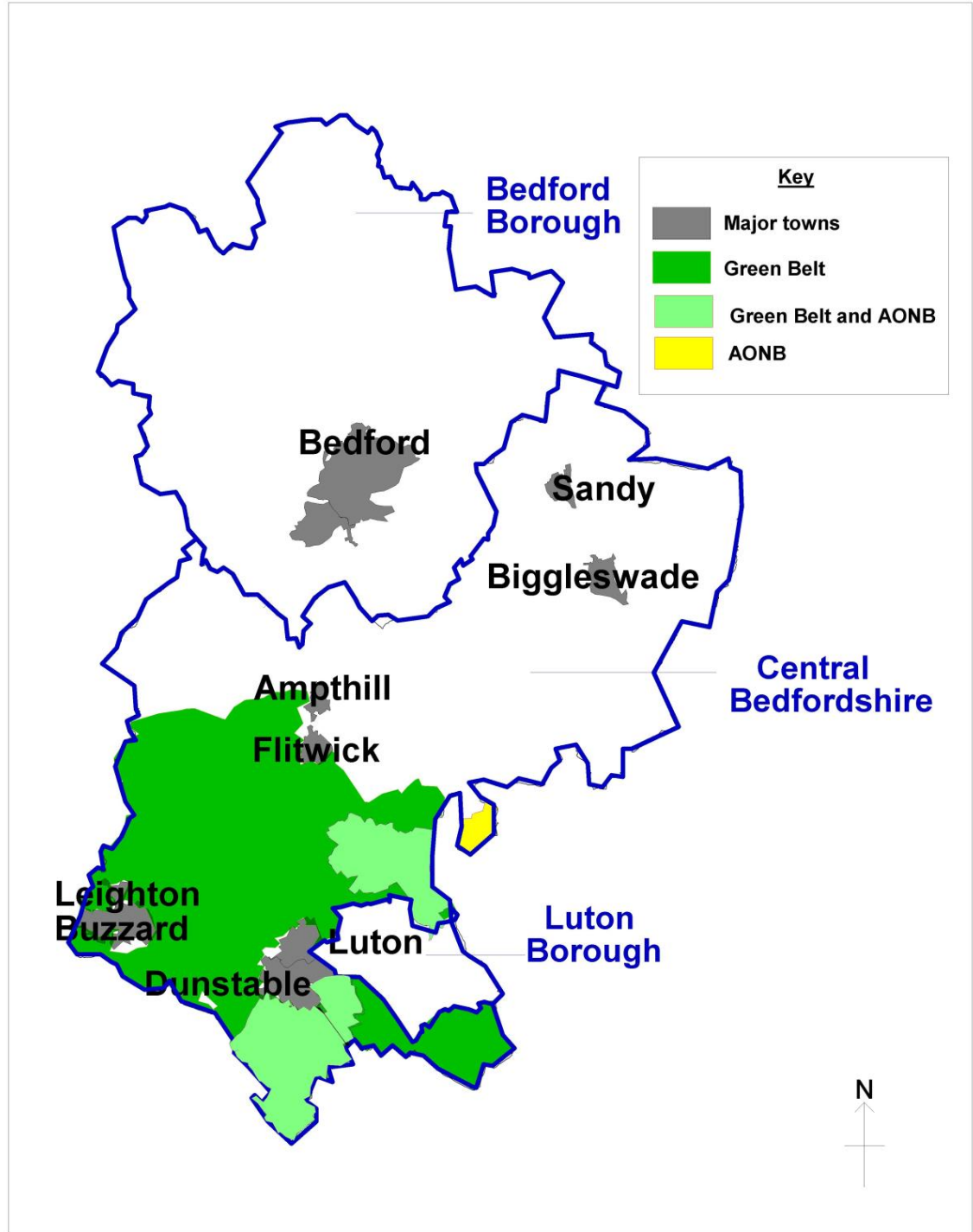
Figure 1: The Strategic Highway Network



Produced by Bedford Borough Council. Based on Ordnance Survey mapping © Crown copyright. All rights reserved.
 OS Licence No. 100049028. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
 Date: 09/02/10

Plot @: 1:360000

Figure 2: Designated Areas



Produced by Bedford Borough Council. Based on Ordnance Survey mapping © Crown copyright. All rights reserved.
 OS Licence No. 100049028. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
 Date: 09/02/10

Plot @: 1:300000

Waste management

Waste is produced in households, businesses, shops, factories, offices, and many other locations (public and private). Waste that is collected and managed by Local Authorities, is defined as Municipal Solid Waste (MSW). Wastes managed by the private sector independently of Local Authorities is generically called Commercial and Industrial wastes, and is normally produced in far greater volumes than MSW. Certain other wastes are defined and managed separately such as Clinical wastes, agricultural wastes, and Hazardous wastes. The existing facilities in the Plan area are set out in the Evidence Base.

Hazardous Waste recovered from end of life vehicles



In 2008/9, the Plan area produced the following amounts of municipal wastes:

- **Bedfordshire produced 207,418 tonnes of municipal wastes, of which 52% was sent to landfill.**
- **Luton - produced 102,343 tonnes of municipal wastes, of which 57% was sent to landfill.**

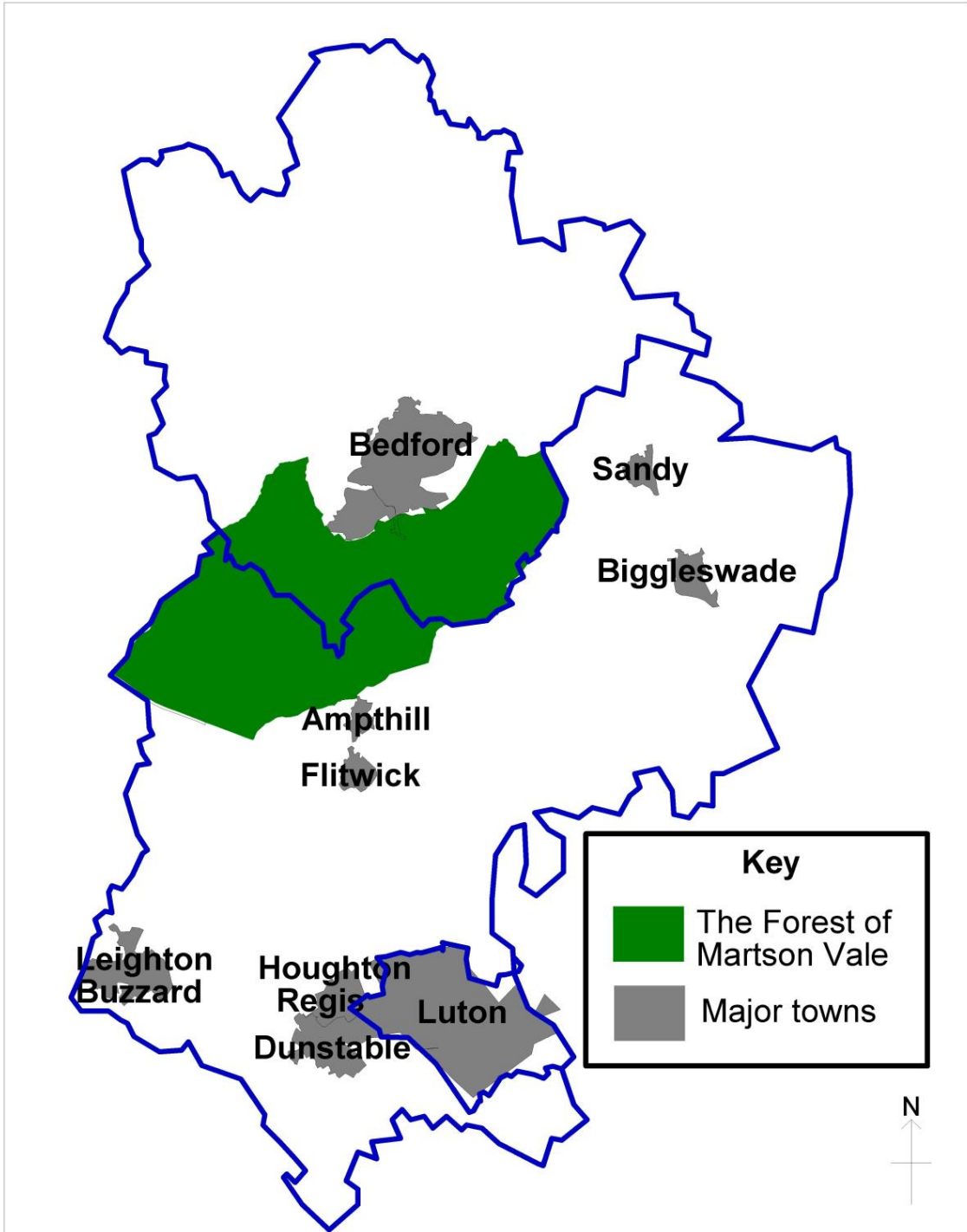
Since that date, Local Government re-organisation has led to the Plan area being divided into three unitary authorities, as of 1st April 2009. Each council has to comply with targets for landfilling Biodegradable Municipal Waste, and Municipal Waste, under Waste Strategy 2007 and the Landfill Allowance Trading Scheme. Prior to the 1999 European Union Landfill Directive, the UK had been heavily dependent upon landfill as a means of disposing of its large volumes of wastes from all sources. The Plan area was especially dependent upon landfilling. However, the availability of suitable mineral extraction voids has decreased for a number of reasons including the greater protection given to aquifers by the Groundwater Directive, and a number of clay voids have been landfilled.

Rookery Brickworks

The long history of the extraction of clay in the Marston Vale area to the south-west of Bedford, for brick manufacture, led to the presence of substantial clay voids. Following the end of working the land for brick clay, many of these voids have become landfill sites, and have received tens of millions of tonnes of household, industrial, and business wastes. As well as locally arising wastes, large volumes of waste were brought in from London and the south east. There are also considerable amounts of unrestored land from the former brick manufacturing activity. The Forest of Marston Vale is an initiative to develop a combination of woodlands, wetlands, and public open spaces, in order to regenerate the landscape of the Marston Vale area as a whole. The Forest of Marston Vale is one of several community forests in England which have begun to be developed since 1990, with the aim of regenerating the landscape of an area, promoting biodiversity, and improving public access.

The Forest of Marston Vale

Figure 3: Map to show the Forest of Marston Vale



Produced by Bedford Borough Council. Based on Ordnance Survey mapping © Crown copyright. All rights reserved.
OS Licence No. 100049028. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
Date: 09/02/10

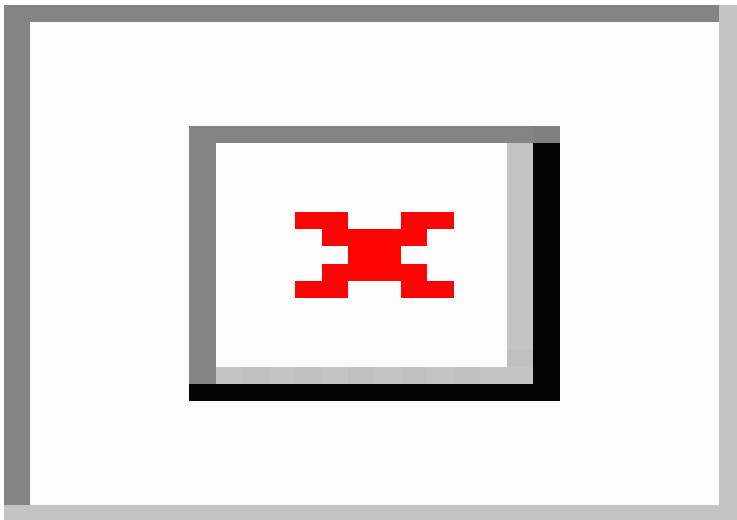
Plot @: 1:260000

The Planning Policy Context

European Policy Context

The UK is a member of the European Union, and implements into UK law Directives from the EU. For example the revised Waste Framework Directive 2008/98/EC sets the basic concepts and definitions related to waste management, and lays down waste management principles such as the "polluter pays principle" and the "waste hierarchy". It also requires plans to be created which will enable a network of waste facilities to be developed within each Member State.

The 1999 Landfill Directive introduced stringent standards for the engineering and operation of landfill sites, as well as targets for the reduction of the percentage of Municipal Solid Wastes going to landfill. In the UK these have been translated into targets for each Waste Disposal Authority, via the National Indicators. In addition, many individual waste streams have their own specific targets, which originate from EU legislation. Implementation of the landfill directive is a major driver for the development of waste management policies at national level, including efforts to promote the diversion of waste towards material recycling and biological treatment. Particularly important in this context are the restrictions on landfilling introduced by the directive, in particular the reduction in the amount of biodegradable waste going to landfill, and prohibition of the landfilling of certain waste types, including liquid wastes and tyres.



Tyres - now prohibited from going to landfill.

Improved management of certain problematic waste streams has been achieved through specific Community directives addressing important hazardous wastes such as waste oils, PCBs/PCTs, and batteries. Recycling and recovery targets have been set for key complex waste flows, such as packaging, end-of-life vehicles (ELVs), and waste electrical and electronic equipment (WEEE). Finally, the widespread use of separate collection systems is helping to achieve the objectives of European Community directives on specific waste streams, especially for end-of-life products which would otherwise enter the municipal solid waste stream.

In 2005 the European Commission proposed a new strategy on the prevention and recycling of waste. This strategy is one of the seven thematic strategies programmed by the 6th Environmental Action Plan. This long-term strategy aims to help Europe become a recycling society that seeks to avoid waste and uses waste as a resource. It will draw on the knowledge that the thematic strategy on resources will generate.

The European Union's approach to waste management is based on three principles:

1. **Waste prevention:** This is a key factor in any waste management strategy. If we can reduce the amount of waste generated in the first place and reduce its hazardousness by reducing the presence of dangerous substances in products, then disposing of it will automatically become simpler. Waste prevention is closely linked with improving manufacturing methods and influencing consumers to demand greener products and less packaging.
2. **Recycling and reuse:** If waste cannot be prevented, as many of the materials as possible should be recovered, preferably by recycling. The European Commission has defined several specific 'waste streams' for priority attention, the aim being to reduce their overall environmental impact. This includes packaging waste, end-of-life vehicles, batteries, electrical and electronic waste. EU directives now require Member States to introduce legislation on waste collection, reuse, recycling and disposal of these waste streams. Several EU countries are already managing to recycle over 50% of packaging waste.
3. **Improving final disposal and monitoring:** Where possible, waste that cannot be recycled or reused should be safely incinerated, with landfill only used as a last resort. Both these methods need close monitoring because of their potential for causing severe environmental damage. The EU has recently approved a directive setting strict guidelines for landfill management. It bans certain types of waste, such as used tyres, and sets targets for reducing quantities of biodegradable rubbish. Another recent directive lays down tough limits on emission levels from incinerators. The European Union also wants to reduce emissions of dioxins and acid gases such as nitrogen oxides (NO_x), sulphur dioxides (SO₂), and hydrogen chlorides (HCL), which can be harmful to human health.

National Waste Strategies

Each of the devolved administrations within the United Kingdom (Scotland, Wales, Northern Ireland), as well as England, have now produced their own Waste Strategies, which set targets for increasing the amount of different kinds of wastes which are to be recovered and diverted from landfilling. For England, **Waste Strategy 2007** is the most upto date Strategy for waste, and sets targets for the recovery and diversion of Municipal Wastes from landfill.

Waste Strategy 2007 for England has the following Objectives:

- **decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use;**
- **meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;**
- **increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;**
- **secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and**
- **get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.**

The Regional Spatial Strategy

Within England, each Regional Assembly has produced a Regional Spatial Strategy which sets out Policies and targets, for increasing the recovery of waste and diverting it from landfill. Many Regional Spatial Strategies apportion (or “divide up”) the amount of waste management capacity required down to sub-regional areas of individual Waste Planning Authorities, or groupings of WPAs (Waste Planning Authorities), within their region. The Plan area is located within the East of England Region, and the Minerals and Waste Development Plan Documents must show conformity with the East of England Plan (Regional Spatial Strategy), or else show reasons for their divergence from it.

In 2003, the East of England Regional Assembly adopted a Regional Waste Management Strategy, which provided a non-statutory framework for waste management. In addition, consultants provided an estimate of the total volume of waste arising in the Region, as well as an Apportionment of London’s waste, which in combination provided the basis for the Waste Policies in the revised Regional Spatial Strategy published in May 2008. The East of England Plan (Regional Spatial Strategy for the East of England) contains 8 policies on waste. These are set out in full in the Evidence Base.

East of England Plan Waste Policies:

- **WM1: Waste Management Objectives**
- **WM2: Waste Management Targets**
- **WM3: Imported Waste**
- **WM4: Regional Waste Apportionment**
- **WM5: Planning for Waste Management**
- **WM6: Waste Management in Development**
- **WM7: Provision for Hazardous Waste and other Regionally Significant Facilities.**
- **WM8: Actions for Waste Authorities, Waste Companies and other Partners.**

East of England Plan Policy WM3

The East of England is now planning for a progressive reduction in imported waste, such that waste imported from London after 2015 will only be waste to be landfilled has been subjected to comprehensive pre-treatment, so that the maximum practicable value has been recovered. Under RSS Policy WM3, the amount of waste from London to be managed falls from 240,000 tonnes in 2010/11, to 120,000 tonnes in 2015/16. However, for the Marston Vale this restriction on types of wastes applies immediately.

Mineral Policy

Mineral planning policy is relevant to the development of the Waste part of the Core Strategy. Of particular interest are the National Guidelines for the Provision of Aggregates in England, which are of importance since they have in recent years made an increasing reliance on the supply of “alternative materials”. Construction and Demolition Wastes can be crushed and screened and provide a substitute for land won aggregates. However, significant volumes of Construction and Demolition wastes are soils, and are not capable of being used to produce aggregates.

In the East of England Region there are no secondary aggregates which can provide an alternative to primary land won aggregates, other than construction and demolition wastes. The ‘National and Regional guidelines for the Provision of Aggregates in England 2001 to 2016’ assumes the provision of 110 million tonnes of Alternative Materials, as compared to 256 million tonnes of land won sand and gravel, within the East of England Region. The use of wastes arising from construction and demolition activities represents around 43% of the total amount of aggregates required up to 2016.

Community Strategies

Part I of the Local Government Act 2000 placed a duty on Local Authorities to prepare 'community strategies', for promoting or improving the economic, social and environmental well-being of their areas, and contributing to the achievement of sustainable development in the UK. It also gave authorities broad new powers to improve and promote local well-being as a means of helping them to implement those strategies.

Community Strategies:

- **allow local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities;**
- **co-ordinate the actions of the council, and of the public, private, voluntary and community organisations that operate locally;**
- **focus and shape existing and future activity of those organisations so that they effectively meet community needs and aspirations; and**
- **contribute to the achievement of sustainable development both locally and more widely, with local goals and priorities relating, where appropriate, to regional, national and even global aims.**

Community Strategies are an expression of the key challenges facing an area, and of how these challenges can be addressed. They are produced by a partnership formed of representatives from the community. Community Strategies provide a link between community aspirations, and the Core Strategy (as one part of the Local Development Framework) which can address and deliver them. The Core Strategy should act as the spatial vision of the sustainable community strategy. The cross linkages between the Core Strategy and the various existing and emerging Community Strategies for the Plan area, are set out in Technical Evidence Paper 3.

The Growth Agenda

The Plan area lies in the East of England Region, and borders the South Eastern Region and the East Midlands Region. The Regional Spatial Strategies for these Regions are based on assumptions of growth. In particular the general area of Milton Keynes and the South Midlands is one of four wider growth areas in the South East. This originates from the Government's Sustainable Communities Plan, which sought to increase the supply of housing, and address other issues relating to the South East. Alterations to the Regional Planning Guidance for the South East, and East of England, were therefore sought, and a separate Sub-Regional Spatial Strategy produced. The Strategy contains assumptions about a high level of growth in housing throughout the Strategy area. This is of importance since a growth in housing, will lead to an increase in the production of waste.

The East of England Regional Spatial Strategy, adopted in 2008, contained an assumption of a high level of growth in the region, up to 2021. However, there is a partial review of the East of England Plan (Regional Spatial Strategy) ongoing at present, which will take into consideration the change in economic circumstances, and the lower rate of growth in housing completions, which began in 2008. The Partial Review is not expected to be completed until the spring of 2010.

Any alterations to the forecast level of housing growth, and of wastes, will need to be incorporated into the Waste Core strategy as and when such numerical revisions are adopted. Technical Evidence Paper 2 will need to be revised to reflect any alteration to housing and waste growth forecasts. However, the partial review of the East of England Regional Spatial Strategy is not likely to reach the stage of formal adoption until the middle of 2010.

The amount of growth in house construction strongly influences the demand for construction minerals, while household formation influences the volumes of household wastes that will arise. Consequently, new or expanded settlements will need more waste management facilities, ranging from facilities to receive bulky household wastes, as well as large scale recovery facilities, required to handle municipal waste, and enable the regional and national targets for recovery to be achieved. However, there is likely to be strong competition for land in these areas, and therefore problems in ensuring that these facilities are delivered.

In addition to this local growth situation, RSS Policy WM 3 commits the Plan area to continue to receive an apportionment of waste from London for landfilling. However the amount of waste that the Plan area is expected to receive from London reduces from 238,000 tonnes in 2010/11 to 116,000 by 2015/16.

The Bedfordshire Authorities Municipal Waste Management Strategy

The BAMWS was produced by the Bedfordshire Waste Authorities Partnership, and adopted in April 2006. The Municipal Waste Strategy for Bedfordshire provides a detailed implementation plan for municipal wastes. Following extensive public consultation the Municipal Waste strategy presents detailed proposals for future waste services, including recycling, composting, other potential waste treatment technologies. It sets out plans and policies for the period up to year 2020. The Strategy proposed the development of an Integrated Waste Management Solution, and led to the establishment of the BEaR Project.

More waste, but where should it go?

Policy documents from Europe, National Waste Strategies, and Regional Plans/Spatial Strategies, sets out targets for increasing diversion from landfill, and greater recovery of wastes. However to do so will require new, additional, waste recovery capacity to be developed. In addition, there will continue to be a need for capacity to dispose of the residual waste to landfill. At the beginning of the Plan period, only one Non-Hazardous waste landfill (suitable to receive Municipal Solid Wastes arising from households, as well as the majority of wastes from businesses and industries) was operational in the Plan area, and no others were permitted or awaiting a decision. In addition there are 7 operational landfill sites (as of October 2009) able to dispose of Inert wastes, arising from Construction and Demolition activities. A wide range of materials transfer and recovery facilities exist in the Plan area. The Evidence Base includes details of all existing waste facilities in the Plan area.

There is a need to identify a new landfill site or sites for Non-Hazardous wastes, with sufficient capacity to receive the volume of Non-Hazardous Wastes that will arise from Municipal, Commercial and Industrial sources. This is discussed in Chapter 4, The Preferred Option. The additional recovery capacity required in order to meet targets set out in Waste Strategy 2007, and RSS Policy, are discussed in Technical Evidence Paper 2.

Other parts of the Local Development Framework

In parallel to the Minerals and Waste Local Development Framework, the three Councils are preparing their Local Development Frameworks in respect of non-minerals and waste issues, (such as housing, employment, leisure, and transport). These LDF's include Core Strategies and Site Allocation Plans, and their progress and content are being kept under review during the preparation of the Waste Core Strategy, since they may have specific interactions as follows:

Potential interactions between the Waste Core Strategy and other parts of the Local Development Framework:

- **Locations of waste management facilities will directly affect haulage distances that wastes travel from residential, commercial, retail, and industrial areas. According to Waste Strategy 2007 and PPS10, waste facilities should always be “proximate” (i.e. as close as possible) to the sources of waste arisings.**
- **The scope for incorporating waste storage and recovery facilities into new built developments**
- **Conflicts between emerging areas for new housing or employment, and sites identified for waste management facilities.**
- **Opportunities to identify significant areas of land for large scale waste management facilities, as land becomes available from the cessation of its previous uses, or its former designation as Green Belt land is removed or identified.**
- **New or expanded settlements will need to have waste infrastructure incorporated, as it is built, including for sewerage, construction waste, and for household wastes.**

As can be seen from the points set out above, it is essential to take into account the Local Development Frameworks of the three Councils into the development of the Minerals and Waste Core Strategy.

Bedford Borough Council adopted their Core Strategy and Rural Issues Plan on 16th April 2008. At the time of writing, Bedford Borough Council is now progressing an Allocations and Designations Plan, which will be important in respect of the location of new industrial/employment land, and housing land.

Central Bedfordshire Council is an amalgamation of the area of two former District Councils, and is developing its LDF in two parts. The north of Central Bedfordshire has an emerging Core Strategy and Development Management Policies DPD.

The south of Central Bedfordshire has a joint Core Strategy with **Luton Borough Council**. A Joint Core Strategy Document underwent consultation between June and October 2007 using an Issues and Options Paper. A draft submission document will undergo consultation in 2010, and a Site Allocations DPD will follow on after.

The UK Landfill Allowance Trading Scheme and the Waste Framework Directive

As a result of the introduction of the Landfill Allowance Trading Scheme, individual Local Authorities are now restricted in the amount of Municipal waste they can send for disposal to landfill. The UK is also bound by the targets contained in the Landfill Directive 1999, which requires the reduction of the proportion of MSW sent to landfill by target years. In order to achieve those targets, and remain within the LATS allowances, new waste recovery facilities are needed urgently. To make this happen, the Waste Framework Directive requires that the UK has in place Plans to identify a network of waste management facilities. These include facilities for the disposal and recovery of wastes from households, as well as business and industry.

The Chain of Waste Management

First in the chain of waste management is its PRODUCTION, in households, businesses, shops, factories etc, as unusable materials (e.g. packaging), or the by-products of manufacture, distribution, and consumption. However, there are a number of local and national initiatives to prevent waste arising, to prevent needing management in the first place.

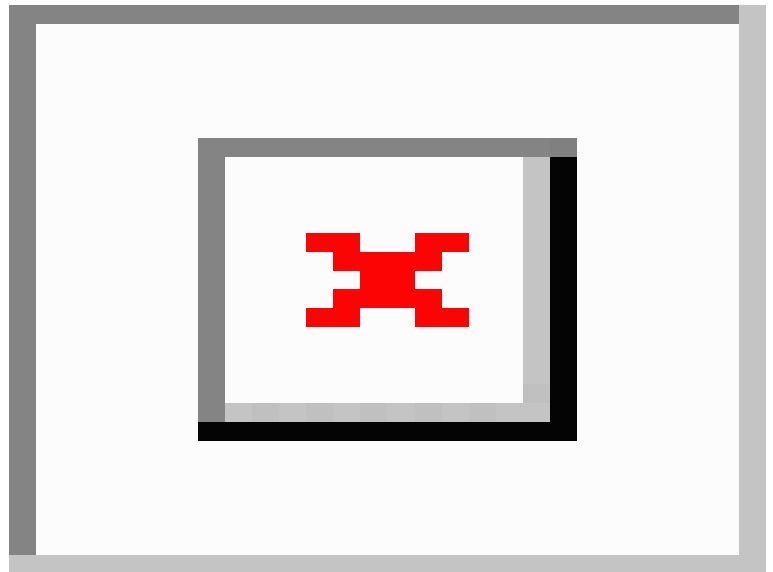
Secondly, wastes that require management off site requires COLLECTION. The three Councils (Bedford Borough Council, Central Bedfordshire Council, and Luton Borough Council) who own the Waste Core Strategy, each have their own arrangements for the collection of household wastes, as well as source-segregated recyclable materials. These recyclable materials are sent to industries which treat them and reuse them, (e.g. metal manufacturers, plasterboard manufacturers, plastic industries).

Thirdly, mixed or “co-mingled” wastes need to be SEPARATED, before being sent for reuse.

RECOVERY includes obtaining usable materials, or energy, from waste, by a range of available technologies.

Finally, residual waste, which is NOT capable of being RECOVERED, is sent for DISPOSAL at a landfill site.

Food waste collected and SEPARATED for treatment at Anaerobic Digestion Facility.



What is recovery capacity?

Recovery “capacity” means the amount of wastes that waste management facilities can process, through recovery (of either materials and/or energy) from waste into reusable materials, in a given period (usually expressed as a year). Technical Evidence Paper Two defines what permitted recovery capacity exists in the Plan area.

How much new recovery capacity will we need?

Technical Evidence Paper 2 sets out alternative scenarios for the growth of wastes that will need management. One scenario assumes a low level of growth, the other a much higher level. These scenarios set out indications of possible future levels of need, and neither should be seen as absolute and unquestionable. However they do provide a basis for estimating the level of additional both Recovery and Landfill disposal capacity, that needs to be provided throughout the period to 2027. This issue is addressed in Chapter Four.

3 The Vision

The Vision for Waste management to 2027

Principles for the Waste Preferred Option

3.1 In conformity with European and UK Policy, the Waste element of the Core Strategy seeks to bring about an increase in the capacity of waste management facilities in the Plan area, so as to achieve a significant increase in the diversion of all wastes from disposal to landfill, and the recovery of materials and energy from them. The Waste Core Strategy seeks to set out:

HOW MUCH waste needs to be planned for

WHERE waste facilities of different kinds should be located

WHEN new facilities will be needed

WHAT kinds of facilities

WHO are the key parties in managing waste

Where does waste planning policy come from?

3.2 An important consideration for the development of Waste Planning Policy, is the Waste Hierarchy, (expressed in the Waste Strategy for England 2007), which places the Prevention of waste arising, as of greatest importance above Reuse, Recycling, Energy Recovery, and Disposal to Landfill. The Prevention of waste arisings can be achieved by individuals, businesses, and the public sector, prior to waste arising that needs management. The Recovery of materials from waste can be achieved through a variety of technologies and waste facilities. The Waste Core Strategy seeks to provide guidance for all possible kinds of facilities, and for all kinds of waste that arise in the Plan area.

3.3 In order to achieve the substantial shift from a waste disposal to a resource recovery economy, the Core Strategy identifies four Strategic sites for waste recovery facilities with sufficient capacity to manage large quantities of waste. It is important to note that the Core Strategy identifies land, and not specific uses or technologies for these sites. It should also be noted that the Core Strategy identifies sites which are appropriate solely for a Strategic waste management use (as defined in Technical Evidence Paper Four, and below), and not for all possible waste management uses. Applications for planning permission at Non-Strategic sites will be considered against criteria-led policies set out here; the saved General and Environmental Policies of the Bedfordshire and Luton Minerals and Waste Local Plan; and the detailed Policies of the General and Environmental Policies DPD, when adopted.

a) PPS10: Planning and Sustainable Waste management, and PPS12: Local Spatial Planning

PPS10: Planning for Sustainable Waste Management

3.4 Specific paragraphs of these adopted national policy documents are relevant to the selection of a Spatial Distribution, and of Strategic sites. "Planning Policy Statement Ten: Planning for Sustainable Waste Management" contains the following key paragraphs that relate to site location.

3.5 "In searching for sites and areas suitable for new or enhanced waste management facilities, waste planning authorities should consider:

Waste Core Strategy Preferred Options

- opportunities for on-site management of waste where it arises;
- a broad range of locations including industrial sites, looking for opportunities to co-locate facilities together and with complementary activities".

3.6 "In deciding which sites and areas to identify for waste management facilities, waste planning authorities should:

(i) assess their suitability for development against each of the following criteria:

- the extent to which they support the policies in this PPS;
- the physical and environmental constraints on development, including existing and proposed neighbouring land uses;
- the cumulative effect of previous waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential;
- the capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport.
- give priority to the re-use of previously-developed land, and redundant agricultural and forestry buildings and their curtilages."

Planning Policy Statement Twelve: Local Spatial Planning

3.7 PPS12 is national guidance concerning the Preparation of Local Development Frameworks.

- "Core strategies may allocate strategic sites for development. These should be those sites considered central to achievement of the strategy. Progress on the core strategy should not be held up by inclusion of non strategic sites.
- The Core Strategy looks to the long term. It may be beneficial to the delivery of its objectives for details of key sites to be included in it, where these sites are central to the achievement of the strategy and where investment requires a long lead-in. But in general the core strategy will not include site specific detail which can date quickly. Where core strategies allocate strategic sites, they must include a submission proposals map. It may be preferable for the site area to be delineated in outline rather than detailed terms, with site specific criteria set out to allow more precise definition through masterplanning using an area action plan (if required) or through a supplementary planning document (SPD). If it is necessary to allocate land which has not already been allocated in the core strategy, a DPD rather than SPD must be used. "

Strategic Sites

3.8 Given the statements set out in PPS12, the Waste Core Strategy identifies Strategic "Technical Evidence Paper Four: Strategic Waste Management Sites and the Methodology for their identification" (TEP4) sets out the methods by which Strategic waste management sites have been considered. TEP4 identifies a number of Strategic sites, which are considered to be essential to the successful implementation of the Plan. These sites can be divided into:

Strategic sites are defined as including:

- **Landfill sites which are capable of receiving Non-Hazardous waste (including Municipal Solid Waste, as well as Commercial/Industrial wastes from businesses, offices and industry)**
- **Facilities for the recovery of materials and/or energy (from MSW, and/or Commercial and Industrial wastes) with a throughput of at least 75,000 tonnes per year**
- **Facilities for the management of specialist waste streams (such as Clinical or Hazardous Wastes)**

b) The East of England Regional Spatial Strategy, 2008

3.9 The East of England Regional Spatial Strategy (RSS) was published on the 12th May 2008, and approved by the Secretary of State. The RSS includes a number of Policies concerning Waste, which provide the regional context for the development of Local Development Documents. According to the Planning and Compulsory Purchase act 2004, all Local Development Documents are required to be in compliance with the Regional Spatial Strategy, or else justify their deviation from it.

3.10 Relevant policies in defining the spatial aspect of the Preferred Option are:

Relevant Regional Spatial Strategy (2008) Policies:

- **Policy WM1: Waste Management Objectives**
- **Policy WM3: Imported Waste**
- **Policy WM4: Regional Waste Apportionment**
- **Policy WM5: Planning for Waste Management**
- **Policy WM6: Waste Management in New Development**

3.11 “Policy WM3: Imported Waste” requires each Waste Planning Authority to plan for a progressive reduction in imported waste, with the provision for the management of imported waste after 2015 to be restricted to landfill of residual waste that has been subject to the maximum practical level of recovery and treatment. The Plan Area is required to provide landfill capacity for 240,000 tonnes in 2010/2011, and 120,000 tonnes in 2015/2016.

3.12 “Policy WM4: Regional Waste Apportionment” requires Waste Planning Authorities take responsibility for waste arising in their own administrative areas.

3.13 “Policy WM5: Planning for Waste Management” is specific to the Plan area, and requires:

Policy WM5: Planning for Waste Management requires:

- **Local Developments Documents should include policies which identify the additional capacity required to manage their apportioned wastes**
- **(LDDs) should identify sites and areas suitable to accommodate the required facilities, including for the collection, sorting and storage of waste, and its treatment, recycling, and disposal and sufficient landfill capacity to meet the anticipated need across the region.**
- **To minimise impacts on the growth area for Bedfordshire, the use of potential landfill capacity in the Marston Vale should reduce over time. New landfill development in the Marston Vale should not compromise proposals for environmental regeneration and housing development, and should only be permitted where the waste to be landfilled has been subjected to comprehensive pre-treatment such that the maximum practicable value has been recovered, and provision is consistent with Bedfordshire’s waste apportionment in Policies WM3 and 4.**

3.14 “Policy WM6: Waste Management in New Development” requires the minimum creation of waste, and the maximum use of recycled materials. This has been amplified by the development of the Supplementary Planning Document ‘Managing Waste in New Development’, which was adopted in April 2006. This addresses the need to reduce the amount of waste arising in new developments as well as making provision for the handling and storage of wastes when the development is operational.

c) The Bedfordshire Authorities Municipal Waste Management Strategy April 2006.

3.15 The Municipal Waste Strategy for (the former County of) Bedfordshire provides the detailed implementation plan for local municipal wastes. It sets out detailed proposals for future waste services, including recycling, composting, other potential waste treatment technologies, and sets out plans and policies for the period up to year 2020. Since Local Government Re-Organisation in April 2009, no replacement Municipal Waste Management Strategies have as yet been produced by each of the three Councils.

3.16 The Municipal Waste Strategy contains the following :

Policy WS1: Overall landfill strategy:

- **“We will take action to achieve the maximum possible reduction in landfill. For imported wastes, this will be achieved via development plan policies to reduce the supply of landfill capacity in Bedfordshire. For locally arising wastes, diversion will be achieved primarily via recycling and composting (or other bio-treatment). Where this is not practical, we will encourage use of energy from waste solutions in preference to landfill for locally arising wastes”.**

Policy WS3: Waste Minimisation

“We will work in partnership with other agencies to consolidate and promote waste minimisation activities in Bedfordshire and Luton”.

Policy WS6: Management of Municipal Waste in Bedfordshire and Luton

“We will develop future municipal waste management systems in a detailed strategy. This will be based on the following key principles:

- **We will aim to end landfill of untreated waste by year 2010.**
- **We will establish sufficient infrastructure to enable self-sufficiency for treatment of waste arising within Bedfordshire and Luton.**
- **We will establish a three-stream segregated waste kerbside collection system, integrated with treatment plant appropriate for each collected waste stream.**
- **As a minimum, we will recover materials for recycling and composting to the targets [as laid down under the Best Value regime]. Waste that cannot be recycled or composted will be processed for energy recovery.**
- **We will continue to develop and enhance the network of HWRC’s and local recycling sites”.**

d) The Bedfordshire Energy and Recycling Project

3.17 The three authorities produced 220,000 tonnes of municipal wastes in 2006, at a time when the Landfill Tax and the Landfill Allowance Trading Scheme were making Local Authorities increasingly aware of the future costs of reliance upon landfilling Wastes. In response to these pressures, a partnership was created from the (former) Bedfordshire County Council as Waste Disposal Authority, and the (former)

District Councils as Waste Collection Authorities, working together on the Bedfordshire Energy and Recycling Project (the BEaR Project). This collaboration has been continued by the three Councils, until Bedford Borough Council and then Luton Borough Council left the Project.

3.18 The BEaR Project was established in order to develop a solution to the volumes of the residual MSW to be collected by Local Authorities in the future. The intention was to develop means to counter both the costs that would arise as a result of the Landfill Allowance Trading Scheme, as well as meet the targets for the diversion of Municipal Solid Wastes from landfill. To achieve these aims, the BEaR Project proposes a single Integrated Waste Management Facility. The reference project utilised in the Outline Business Case submitted to the Department for the Environment Food and Rural Affairs (DEFRA) would recover energy and heat, as well as reduce the volume of residues requiring disposal to landfill. In addition, the Outline Business Case document included an assessment of 95 possible sites for such a facility, which were subject to a rigorous site selection exercise. The selection criteria included a wide range of planning issues, as well as issues such as the proximity to other waste related facilities, the potential to re-use existing waste infrastructure, proximity to the strategic road network and site access, the potential for Combined Heat and Power generation or materials re-use, and proximity to sources of waste arisings.

3.19 The “reference “ project used in the Outline Business Case submitted to DEFRA, was an Energy from Waste proposal, with the potential for Combined Heat and Power generation. The BEaR Project was intended as the key means by which Central Bedfordshire (and previously both Bedford Borough and Luton Councils) would be able to comply with the Landfill Allowance Trading Scheme. The Project was intended to procure a facility to reduce the volumes of household waste requiring landfill, following separation at source of recyclable materials. By this means the Council would achieve the regional and national targets for diversion of MSW from landfill, and the recovery of materials from waste

Other Council Initiatives to increase Recovery of Municipal Wastes

3.20 The BEaR Project, acting solely at that time for Central Bedfordshire Council, was refused Private Finance Initiative Funding by DEFRA in January 2010. Consequently, each of the three Councils who own the Plan, and are also responsible for the collection and management of Municipal Wastes, will each need to develop arrangements and potentially new facilities, in order to achieve higher rates of diversion from landfill, and recovery of materials. However, at present there is no clear indication of the nature of these arrangements and facilities, from each of the three Councils. In this context, the Core Strategy sets out policies which contain flexibility, since the Councils need to develop new facilities urgently, in order to comply with the LATS targets.

f) Strategic Objectives

3.21 The Vision (expressed in Chapter 3) sets out a number of Strategic Objectives, which are repeated below. These Objectives have contributed to the identification of the Preferred Option.

- 1. To manage as much as possible of wastes arising from within the Plan area, and the agreed apportionment of London wastes;**
- 2. To promote the reduction of waste arisings;**
- 3. To move away from dependence upon landfilling;**
- 4. To provide greater capacity for the recovery of materials and energy;**
- 5. To protect the biodiversity and landscape fabric of the Plan area;**
- 6. To protect the safety of the road network in the Plan area;**
- 7. To protect the cultural, social, and environmental heritage of the Plan area.**

g) Other parts of the Councils' Local Development Frameworks

3.22 The Local Development Frameworks for each Council, and the individual Development Plan Documents, reflect the same overall sustainability principles which underpin the Waste element of the Core Strategy. In addition, in preparing the Core Strategy, effort has been taken so as to ensure that there is no material conflict between its spatial proposals, and those of the Councils' emerging Core Strategies and Site Allocations DPDs in respect of housing, employment land, leisure, retailing and transport. Finally, in considering emerging versions of the Council's DPDs for non-minerals and waste developments, they will also look to ensure that they take all opportunities to reflect the content and wider objectives of the Minerals and Waste Local Development Framework. In particular there are issues about including waste storage and management facilities in the design of new developments, and making provision for waste reuse and storage during the construction of new developments.

3.23 In addition to the non-minerals and waste Local Development Frameworks, each Council is responsible for developing its own Community Strategy. These documents contain a range of aspirations, some of which relate to land use planning issues. It is important to take into consideration these aspirations, in the identification of Core Policies, the Spatial Strategy, and identification of Strategic sites. Technical Evidence Paper Three sets out the linkages between the Waste Core Strategy and each of the Community Strategies.

f) The Spatial Vision**The Desired Future State:**

By 2027, the Plan area will have a sustainable material resources economy. The Plan area will have sufficient waste management capacity for most kinds of wastes arising within its area, plus an apportionment of wastes from London, but will rely upon facilities elsewhere for some specialist wastes.

Specifically, the Plan area will maximise the reuse and recycling of wastes, and minimise the need for disposal. Consequently, the amount of MSW and Commercial/Industrial waste sent to landfill will be significantly lower than at the beginning of the Plan period. Value will be recovered through re-use, recycling and composting processes, and through the recovery of energy and / or materials from the waste. Consequently, the amount of waste going to landfill will be highly limited in both quantity, and in biodegradable content.

Facilities for the collection and storage of waste will be fully integrated into the design of all development, with waste management facilities located as close as possible to urban areas.

Transport of waste in the Plan area will continue to rely upon the use of the local road network, and should therefore be appropriately sited so as to be able to accommodate large numbers of traffic movements.

Do you agree with this Vision for the Future Desired State?

A) Agree

B) Disagree

If you disagree, please state your reasons.

b) The Core Strategy Objectives:

- A. To manage wastes arising solely from within the Plan area, and the agreed apportionment of London wastes;**
- B. To promote the reduction of waste arisings;**
- C. To move away from dependence upon landfilling;**
- D. To provide greater capacity for the recovery of materials and energy;**
- E. To protect the biodiversity and landscape fabric of the Plan area;**
- F. To protect the safety of the road network in the Plan area;**
- G. To protect the cultural, social, and environmental heritage of the Plan area.**

Do you agree or disagree with these Core Strategy Objectives?

A) Agree

B) Disagree

If you disagree, please state your Reasons.

a. Core Policies

WCP 1

Sufficient waste recovery and disposal capacity will be provided solely for wastes arising from within the Plan area, as well as an apportionment of waste from London as set out in the East of England Regional Spatial Strategy.

Do you agree with Waste Core Policy 1?

A) Yes

B) No

If you disagree with the Core Policy please state your reasons.

3.24 The East of England Plan waste policies was developed based on the principle of Self Sufficiency for each "County" area, with a requirement to landfill an amount of waste from London. According to RSS Policy WM5, after 2015 provision for the management of imported waste from London is restricted to the landfill of residual waste that has been subject to the maximum practical level of recovery and treatment, for which landfill is the only option, in the Marston Vale.

WCP2

Sufficient capacity for the recovery of materials and energy from waste will be provided in order to enable the following targets for diversion from landfill and recovery to be achieved as set out in the East of England Regional Spatial Strategy 2008:

- recovery of 50% of Municipal Solid Wastes by 2010, and 70% by 2015

- recovery of 72% of Commercial and Industrial Waste by 2010, and 75% by 2015.

Do you agree with Waste Core Policy 2?

A) Yes

B) No

If you disagree, please state your reasons.

3.25 RSS Policy WM2 seeks to eliminate the landfilling of untreated municipal and commercial waste by 2021, and to secure minimum levels of recovery. These targets are intended to be applied to the tonnages forecast to arise within the Plan area, and recovery capacity equivalent to these amounts should be provided.

WCP 3

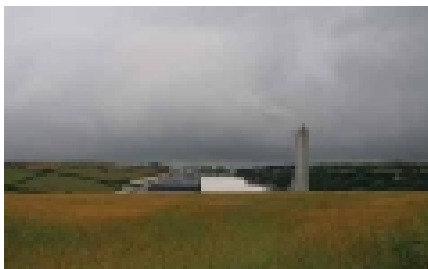
New or extended waste management facilities will be designed in their physical form and layout so as to give rise to as little negative impact as possible on adjacent occupiers and the surrounding locality. Innovative designs for waste management facilities which use colours and materials compatible with the locality, will be encouraged, in order to promote sympathetic designs and local distinctiveness.

Do you agree or disagree with Waste Core Policy 3?

A) Agree

B) Disagree

If you disagree, please state your reasons



3.26 Richmond Hill, Isle of Man - A good example of an Energy from Waste Facility compatible with its locality.

3.27 Waste management facilities are historically perceived as bad neighbours, since they are frequently unattractive in form, and can have a detrimental impact on amenity. However, waste facilities can be designed so as to be more attractive, and sympathetic to the area in which they are sited. Architectural design, choice of materials, and site layout, can all contribute to making waste facilities more acceptable to

adjacent occupiers, and in the wider locality. Since a greater number of waste management facilities of every kind is needed, then promoting improved quality of design and layout is an important issue. The Commission for Architecture and the Built Environment (CABE) published a guide entitled "Designing Waste Facilities: A Guide to Modern Waste Facilities". This provides detailed guidance for waste management developers and waste planning authorities concerning the design and layout of new waste facilities.

<http://www.defra.gov.uk/environment/waste/localauth/documents/designing-waste-facilities-guide.pdf>

WCP4

Waste disposal and recovery capacity will be provided for waste arising from within the Plan area, as well for the disposal of an apportionment of post-treatment residual waste from London, as agreed in the Regional Spatial Strategy. In order to ensure that waste management capacity, is used by the waste for which it is intended, new facilities (including materials and energy recovery facilities with a capacity above 75,000 tonnes per annum) will be required to enter into legally binding arrangements so as to restrict the origin of waste that they receive.

Do you agree or disagree with Waste Core Policy 4?

A) Agree

B) Disagree

If you disagree, please state the reasons.

3.28 The Plan area is narrow in width, and easily accessed from neighbouring areas and the adjoining Regions. New capacity for disposal and recovery arising from permissions for Strategic facilities will need to be protected so as to serve primarily the Plan area. Consequently legally binding arrangements will be required to enforce that the origin of the waste to be accepted at these new recovery and disposal facilities, originates primarily from the Plan area.

WCP5

All new development will be designed and planned so as to include sufficient and appropriate waste storage and recovery facilities.

Do you agree or disagree with Waste Core Policy 5?

A) Agree

B) Disagree

If you disagree, please state your reasons.

3.29 The design and implementation of these waste storage and recovery facilities in new developments, both during their construction and operation, will help to reduce the volume of waste arisings, and to enable the safe and convenient storage of wastes and recyclable materials, prior to their management elsewhere. The storage and recovery of wastes cannot be handled as purely an externality to the urban or industrial

environment. There is already an increasing trend for new commercial and distribution facilities to provide separation and storage facilities within their premises. Increasingly, wastes are separated at the point of arising, and this requires facilities to be included within their built form.

WCP6

Proposals for facilities to handle and transfer Clinical wastes, will be accommodated on the same premises as where they arise.

Do you agree or disagree with Waste Core Policy WCP6?

A) Agree

B) Disagree

If you disagree please state your reasons.

3.30 Clinical wastes are specialist in their requirements for management. Clinical waste arises at hospitals, surgeries, and historically has been incinerated or autoclaved on the hospital premises. In some cases, private sector healthcare facilities send their clinical wastes for management out of the Plan area.

WCP7

Small to medium scale facilities of a built form (with an annual throughput of less than 75,000 tonnes per annum), other than composting sites, shall be located:

- on existing and allocated employment land
- on land allocated for employment use which is within the Central Bedfordshire/Luton Urban Extension Areas
- on land allocated for employment use in Bedford Borough;
- Strategic Waste management sites

Do you agree or disagree with Waste Core Policy WCP7?

A) Agree

B) Disagree

If you disagree, please state your reasons.

3.31 Smaller scale waste management facilities will form part of the network of waste management facilities required, in order to move from a waste disposal economy to a resource recovery economy. These facilities contribute by the separating, bulking up, transfer, and the "treatment" of wastes, and assist to moving waste towards the recovery of materials, and thereby further up the Waste Hierarchy. Opportunities for these facilities exist to locate these facilities on employment land which is either existing or new, while the Strategic sites can also co-locate these facilities and provide beneficial synergies.

4 The Preferred Option

Chapter 4. The Preferred Option and its origins

Table of contents:

A. Alternatives and the Preferred Option

i) The Additional Recovery Capacity Requirement

iii) Options for the Spatial Distribution of New Facilities

iv) Strategic Sites

B. The Preferred Option

i) Recovery Capacity

ii) Landfill Capacity

iii) Inert Waste Landfill

C. Deliverability

i) Contingencies

ii) Infrastructure requirements and delivery issues for Preferred Sites

4.1 This Chapter describes the alternative spatial options that have been considered as possible ways of delivering the Visions and Objectives, and explains how the choice of the proposed 'Preferred Options' has been made.

A. Alternatives and the Preferred Option

i) The Scale of the Problem

4.2 In defining the Preferred Option, the starting point is the scale of the problem. This can be distinguished between the amount of additional Non-Hazardous Landfill capacity, and non-landfill Recovery capacity, required to the end of the Plan period. There will also be a need for landfill capacity to receive Inert Wastes, arising from construction and demolition activities. According to Technical Evidence Paper 2:

Additional recovery capacity required with High Growth expectations, incorporating the RSS diversion targets:

- **2010/11: 336,900 tonnes**
- **2015/16: 546,450 tonnes**
- **2021/22: 690,300 tonnes**
- **2026/27: 799,050 tonnes**
- **2027/28: 820,800 tonnes**

Additional recovery capacity required with Low Growth expectations, incorporating the RSS targets:

- **2010/11: 91,565 tonnes**
- **2015/16: 200,734 tonnes**
- **2021/22: 223,358 tonnes**
- **2026/27: 245,870 tonnes**
- **2027/28: 250,460 tonnes**

4.3 The two growth scenarios for waste set out in Technical Evidence Paper 2 are substantially divergent. The **High Growth Scenario** was based upon the adopted Regional Spatial Strategy for the East of England, the "East of England Plan". The Low Growth Scenario derives from projections of future arisings of Municipal waste produced for the BEaR Project, and of Commercial/Industrial wastes produced by ADAS (See Technical Evidence Paper Two) .

4.4 Expectations of lower growth in all wastes are consistent with the national Waste Strategy for England 2007, as well as the range of continuing initiatives to promote waste prevention, and reduction, at both national and local levels, carried out by Local Authorities and national organisations such as WRAP. For example, the growth in Municipal wastes have failed to achieve the 3% per year growth rate assumed in the East of England Regional Spatial Strategy, and may even be stable in certain Waste Collection Authorities.

4.5 The projections of future arisings have allowed figures for the amount of waste to be landfilled and recovered, to be derived, as set out in Technical Evidence Paper Two. While these derived figures for the recovery and landfill of wastes, are necessary as a basis for the Plan, they do not accurately prescribe the number of new facilities needed. This is because the annual throughput of large scale waste facilities is relatively flexible, and can be built to accommodate throughput ranging from around 100,000 tonnes per annum, to four, five or six times this amount. This is partly because most waste management facilities are modular in nature. However certain land use issues such as access and highways capacity, will provide a real constraint on throughput.

4.6 To contrast the two growth scenarios, by 2015 an additional recovery capacity of **546,000 tonnes per annum** would be required under the **High Growth Scenario**; compared to an additional **200,000 tonnes per annum** recovery capacity under the **Low Growth Scenario**. However, the amounts of both

Municipal wastes as well as Commercial/Industrial wastes arising in recent years, have been significantly less than the 3% growth rate set out in the Regional Spatial Strategy (East of England Plan). In addition, there are a range of initiatives concerning the reduction of waste arisings, at national and local level, which support the belief that the growth in wastes will be generally lower rather than higher, during the Plan period. Consequently the **Preferred Option for Waste Growth** is the **Low Growth Scenario**.

The Preferred Option for the amount of waste to be managed is the Low Growth Scenario.

The Preferred Option for Waste Growth Scenarios during the Plan period is the Low Growth Scenario. Do you:

A) Agree

B) Disagree

If you disagree, then please state your reasons.

iii) The Spatial Distribution of New Strategic Facilities

4.7 The majority of the population in the Plan area, are located in the south of the Plan area, whereas the existing large scale recovery facilities are located in the north of the Plan area. For instance, in 2006, Luton had a population of 202,500; compared to 154,700 for Bedford; and 249,200 for Central Bedfordshire. However, the majority of the existing waste recovery capacity is located along the A6 corridor to the northwest of Bedford, and the A421 corridor between Bedford and the border with Milton Keynes. By contrast, the bulk of the population is in the remainder of Central Bedfordshire, and Luton. However, the distance from Luton to the most northern existing facility (at Goosey Lodge, Wymington) is 25 to 30 miles. Although the distance involved is not considerable, the time taken for return journeys, especially given the scope for traffic congestion that may result, may easily mitigate against the use of these facilities, over the distances involved, or may make them a contributor to traffic congestion.

4.8 Highway linkages between the A6 and the M1 to the west, may be improved during the latter part of the Plan period. Concerning north-south movements, the Western By Pass around Bedford, will eventually take away the need for traffic to pass through the centre of Bedford. However, the completion date for this By Pass cannot be accurately estimated at present, as it has previously been dependent upon financial contributions from housing developers along the route of the By Pass.

What is a Strategic site?

4.9 The Spatial Distribution will need to address where different types of facilities should be located, both Strategic and Non-Strategic. The Strategic sites identified within the Core Strategy are those which are essential to the successful achievements of its objectives. Given the extreme paucity of land for Landfilling Non-Hazardous wastes, sites for the future landfilling of these wastes are considered to be of vital importance for the Plan. In addition, Facilities capable of handling a range of wastes and recovering Materials and Energy from them, with a capacity above 75,000 tonnes, will make significant contributions to diverting

Waste Core Strategy Preferred Options

waste from landfill and moving the Plan area to a resource reuse economy. However, there will continue to be a need for some specialist facilities, such as those which handle clinical, hazardous wastes, or WEEE (Waste Electrical and Electronic Equipment).

Strategic sites are defined as:

- **Materials, energy recovery, and MSW transfer facilities (with a throughput of at least 75,000 tonnes per annum or more), for Non-Hazardous wastes only;**
- **Facilities for managing specialist waste streams;**
- **Landfill sites for the disposal of Non-Hazardous wastes.**

Concerning this definition of a Strategic site, do you either:

A) Agree

B) Disagree, if so please state your reasons.

4.10 According to this definition, it was identified that there were only two possible sites for the landfilling of Non-Hazardous waste:

Two proposed Non-Hazardous waste Landfill sites:

- **Rookery Pit South, WSD34**
- **Elstow South, WSD 16.**

4.11 In addition, there were ten potential Strategic Materials and Energy recovery sites. These included:

Potential Strategic Materials Recovery Sites

1. **Rookery South, WSD 34**
2. **Brogborough, WSD13**
3. **Land at Arlesey Landfill Site, WSD 15**
4. **Stewartby Sidings, WSD31**
5. **Chelveston Airfield, WSD33**
6. **Twinwoods WSD54**
7. **Roxton WSD46**
8. **Stewartby, WSD14**
9. **Thorn Turn, WSD2**
10. **Elstow North, WSD1**

4.12 However, only one site was proposed as a specialist facility site- Elstow North- for use as a waste electrical and electronic equipment (WEEE) facility.

Site Assessment Information

4.13 In order to assess the sites suggested which meet the above definition of a Strategic site, and arrive at what sites should be Preferred, a wide range of planning information was assembled. Technical Evidence Paper Four sets out the range of information that was compiled in order to assess the proposed sites. This includes the responses received from technical consultees; the responses received from all other parties to the Issues and Options consultation; and National, Regional, and Local Planning Policy specifically applying to waste developments.

4.14 It should be noted that the presence of a potential conflict is only the beginning of the process of considering the acceptability of individual sites. Where the Site Assessment process has highlighted potential significant conflicts, these have been investigated concerning the degree of conflict, and the scope for mitigating or avoiding them.

4.15 The Site Assessment Information was utilised in assessing the relative merits of these Strategic sites. Two sets of criteria were used to weigh up the merits of these proposed sites- Sustainability Criteria, and Planning Criteria (drawn from the Saved waste Policies from the Minerals and Waste Local Plan). These criteria are set out in Technical Evidence Paper 4. The particular circumstances and merits of these sites could then be examined in greater detail, and other planning considerations applied, so that the relative advantages and disadvantages of the proposed sites came to light.

Options for the distribution of Strategic (large scale) materials and energy recovery sites:

A Small number of larger sized sites:

- **equally distributed throughout the Plan area**
- **or centrally located across the Plan area.**

A Large number of smaller size sites:

- **centrally located within the Plan area.**
- **equally distributed across the Plan area.**

Distributed:

- **equally in/near centres of population**
- **in locations unrelated to centres of population**

The Preferred Option for the Spatial Distribution of Strategic sites is:

- **A small number of large sites, with the Principal sites located centrally, and the Reserve sites located equally towards the major centres of population.**

4.16 Taking into account the scoring of the potential Strategic sites, and bearing in mind where they are located in relation to the Preferred Strategic Distribution for Strategic Sites, the following sites for Materials Recovery have been identified. The potential sites landfilling Non-Hazardous wastes, and for Materials Recovery (with a capacity of above 75,000 tonnes per annum) have been considered using the methodology set out in Technical Evidence Paper Four. A scoring system considered the potential sites against criteria derived from Sustainability and Saved Local Plan Policies. Taking into account the results of this appraisal process, and a number of landuse considerations, **Rookery Pit South**, and **land at the former Brogborough Landfill** are the **Primary Preferred Sites**. In addition, land at **Elstow North** and **Thorn Turn** are **Reserve Strategic Sites**.

The Preferred Principal Strategic sites are:

1. **Rookery Pit South**
2. **Land at former Brogborough Landfill**

Reserve Strategic sites are:

3. **Land at Elstow North**
4. **Land at Thorn Turn**

Do you either:

- A) **Agree**
- B) **Disagree**

With these sites identified as Strategic. If you disagree, please state your reasons.

Why are these Strategic Sites Preferred?

4.17 The key issue in favour of the **Rookery Pit South** and land at **Brogborough Landfill** are that they are located centrally within the Plan area, and are being accessed from the A421, which is due to complete being dualled in late 2010. Consequently they are accessible to receive wastes from nearly all of the Plan area. Both of these sites are located in the Marston Vale, which has a history of clay extraction for brick manufacture, followed by landfilling. Rookery Pit South will be reclaimed under its Old Mineral Permission, which will include the relocation of the existing Great Crested Newt Population. Brogborough Landfill site is being progressively reclaimed following landfilling, and will be landscaped with extensive tree establishment. Forest of Marston Vale is being developed, with the aim of creating a combination of woodland, wetlands, and open spaces. Because of the establishment of the Forest of Marston Vale, and the reclamation of these sites, any new waste management developments involving structures and buildings will be increasingly screened, and able to assimilate into the surrounding landscape. Around these active sites the visual and landscape impacts of developing these sites for waste management facilities will be considerably less than those for the previously existing landfill sites in this area.

4.18 In addition, **land at Elstow North** and **Thorn Turn**, are identified as **Reserve Strategic sites**. **Elstow North** is already the site for a municipal waste Materials Recycling Facility and Waste Transfer Station, operated on behalf of Bedford Borough Council, and this handles collected recyclable Municipal Wastes. The site has a direct access from the A6, and is close to Bedford town, although physically separated by the A421. There is scope to increase the range of waste management facilities present on the site, so that it can act as a local Strategic site for the recovery and transfer of municipal wastes.

4.19 The proposed site at **Thorn Turn** is presently within the designated Green Belt. However, the Joint Core Strategy for Luton and South (Central) Bedfordshire proposes that three urban extensions are allocated. The land at Thorn Turn is within a Strategic Site Allocation, which when the Core Strategy is adopted, will release the land from its present Green Belt designation. The land at Thorn Turn would

provide a location for facilities for both the transfer and recovery of waste facilities. Of particular benefit is the close proximity of the site to Luton, Dunstable, and Leighton Buzzard. The Dunstable Northern Bypass (A5-M1 Link) will also be constructed just to the north of the site, and will enable the implementation of the Strategic Urban Extension. The identification of the land as a Strategic site for waste management use is therefore appropriate since it will be able to have good links to a high quality road network, and be proximate to existing and emerging areas of population. Appropriate waste management uses for this site include acting as a transfer point for the bulking of waste to be sent on for disposal by landfilling.

4.20 It is therefore proposed that these four sites are identified as **Preferred Strategic sites**, for the recovery of Materials from Wastes. The types of wastes to be handled at these Strategic sites may be either Municipal or Commercial/Industrial in origin, or a combination of both. The two Reserve sites- **Elstow South** and **land at Thorn Turn**- are both capable of acting as transfer points for Municipal Wastes from their nearby settlements, as well as siting Recovery facilities of various kinds. There is the scope for these facilities to contain either a single large scale facility (in terms of throughput), or a number of smaller facilities.

4.21 A key consideration expressed in the scoring of these sites and why they are Preferred, is the existing imbalance between the distribution of population, and the location of waste facilities in the Plan area. This imbalance is behind the selection of the Preferred Strategic Sites, as well as the the Spatial Distribution of Non- Strategic Facilities is as set out below. This Spatial Distribution seeks to address the availability of land compared to the sources of arisings, and the need for new facilities.

Non-Strategic Facilities

Preferred Spatial Distribution for Non-Strategic Facilities:

- **Promote small to medium scale facilities evenly distributed within Bedford Borough, and Central Bedfordshire (outside of the area designated as either Green Belt or Area of Outstanding Natural Beauty); including any land taken out the Green Belt in the future; and within areas designated for new housing and industrial development**
- **Locate Aggregates recycling facilities with inert waste landfill sites**
- **Locate Windrow composting facilities on rural agricultural land with good quality highways access**
- **Locate In Vessel composting facilities in rural industrial locations**
- **Locate Anaerobic Digestion plants on industrial land in rural locations**
- **Locate Materials Recovery/Waste Transfer/Bulking Facilities in urban fringe locations**
- **Provide waste storage, handling, and recovery facilities, within new developments, by the implementation of the guidance contained in the adopted Supplementary Planning Document “Managing Waste in new Developments”**

Concerning the Preferred Spatial Distribution for Non-Strategic Facilities, do you either:

A) Agree

B) Disagree

If you disagree, please state your reasons.

ii) Non-Hazardous Waste Landfill Capacity

4.22 The traditional management route for most wastes has been disposal to landfill. Even while the proportion of wastes that are recovered will continue to increase, the need to dispose of certain waste streams and post-treatment residues to landfill, will remain. It is estimated that between 6.9 million cubic metres and 9.4 million tonnes of Non-Hazardous waste will require void space for its disposal in Landfill sites capable of receiving Non-Hazardous wastes, during the Plan period to 2027.

Non-Hazardous Waste Landfill requirement to 2027 under the High Growth Scenario:

- **2010/11: 672,600 m³**
- **2015/16: 3,669,410 m³**
- **2021/22: 6,687,760 m³**
- **2026/27: 9,412,510 m³**

Non-Hazardous Waste Landfill requirement under the Low Growth Scenario:

- **2010/11: 552,204 m³**
- **2015/16: 2,903,656 m³**
- **2021/22: 5,074,434 m³**
- **2026/27: 6,932,476 m³**

4.23 The amount of land suitable for the landfilling of Non-Hazardous wastes is severely constrained by a number of factors, including principally the availability of suitable former mineral working voids, and the need to protect groundwater. As part of the Issues and Options stage consultations, only two former clay extraction voids were proposed. These were **Rookery Pit South** (with a potential capacity of 7 to 8 million cubic metres); and **Elstow South** (with a potential capacity of 2 to 3 million cubic metres). Together, these two sites represent a total potential capacity of between 9 and 11 million cubic metres. With an assumed conversion factor of one tonne of Non-Hazardous waste to one cubic metre of voidspace, the total landfill capacity of these sites is between **9 and 11 million tonnes**. Non-Hazardous Wastes includes Municipal Solid Wastes, as well as waste from Commercial, and Industrial sources. This level of landfill capacity would therefore be sufficient to meet the anticipated requirement for landfill for the Plan period.

4.24 Mineral working voids other than former clay workings are generally unsuited to acting as Non-Hazardous waste Landfill sites, due to the high engineering standards required for the long term containment of wastes. Former clay working voids are therefore most suited to becoming landfill sites. Few other former clay working voids exist in the Plan area. The Quest Pit was also suggested as a potential Non-Hazardous Landfill site, but this has permission for the NIRAH aquatic wildlife facility. It is considered that the choices of sites for Non-Hazardous waste Landfill sites available are limited to Rookery Pit South, and Elstow Pit South.

4.25 Beyond 2015, RSS Policies WM3 and WM5 require that Non-Hazardous Landfill sites in Marston Vale only receive pre-treated wastes after 2015, such that the maximum practicable value will have been recovered. Because of this pre-treatment, Non-Hazardous wastes sent to landfill will contain significantly less organic material, and be much less able to produce odour, compared to the present. Landfill sites receiving these wastes will be subject to far less post-completion "settlement", than has historically been the case, and therefore less intrusive visually and in the landscape in which they are sited.

4.26 In addition, odour, traffic, and visual intrusion are among the key impacts which have historically affected communities around landfill sites, and the scope for these impacts will be substantially reduced. In addition, modern landfill operations are highly regulated, and will therefore be far more acceptable in terms of their impacts on neighbours, when compared to similar landfill sites operating ten or fifteen years ago.

4.27 There are considered to be no planning reasons why both of these sites would be unable to come forward during the Plan period. Elstow Pit South has contamination and stability issues to address, and landfilling would assist in resolving these matters. Finally, it must be stated that both of these sites are required in order to ensure that sufficient Non-Hazardous waste landfill space forecast to be required will be made available in practice.

The Preferred sites for landfilling of Non-Hazardous wastes are:

- A) Rookery Pit South**
- B) Elstow Pit South**

Do you agree with the identification of Rookery Pit South and Elstow Pit South as Strategic sites for the landfilling of Non-Hazardous Wastes?

- A) Agree**
- B) Disagree**

If you disagree, please state your reasons.

Options for the Spatial Distribution of new Non-Strategic facilities

4.28 When examining the distribution of existing small scale facilities in the Plan area, it can be seen that they are located in either:

- urban, employment use locations; or
- brownfield land locations, either urban or rural;
- while Anaerobic Digestion Plants and Composting facilities have begun to occur in rural, employment use locations.

4.29 Larger scale waste facilities have begun to emerge within two corridors- along the A6, between Bedford and Northamptonshire; and along the A421, to the west of Bedford. The A6 corridor links the north of Bedford Borough to Rushden, Wellingborough, and other settlements in Northamptonshire which have substantial amounts of population and industry. However, this corridor is peripheral to the Plan area as a whole, and is not proximate to sources of waste arisings in Central Bedfordshire and Luton. Consequently it is not as desirable for facilities to develop in this area as in other parts of the Plan area that are more easily accessed from areas to the south, including land along the A421 west of Bedford.

4.30 The Plan Area includes several centres of population (such as Bedford, Dunstable, Leighton Buzzard, Biggleswade, and Luton) and more sparsely populated rural areas. A number of planning and geographical constraints apply to the Plan area, which have strongly influenced the pattern of the location of waste facilities. Firstly, a large area of land in the south west of the Plan area is designated as Green Belt, while a more limited area is designated as part of the Chilterns Area of Outstanding Natural Beauty. Waste management facilities are broadly inappropriate developments in either of these areas, according to national guidance in PPG2 (Green Belts) and PPS7 (Planning Policy Statement 7: Sustainable Development in Rural Areas).

4.31 Secondly, there are also several areas within the Plan Area which have been given a designation intended for their enhancement. These include the Forest of Marston Vale to the south west of Bedford; the Leighton Buzzard, and Heath and Reach Sandpit Strategy Area; the Ivel and Ouse Countryside Project Area; and the Greensand Trust Area. Within these areas the thrust of planning policy is towards enhancing the locality, its landscapes and features, rather than protecting its existing state. However it should be acknowledged that these designations are more appropriate in respect of mineral extraction and landfilling developments, than the wider range of waste management developments.

4.32 It would be appropriate to disregard the part of the Plan area designated as either an Area of Outstanding Natural Beauty, or Green Belt, due to the need to protect these areas from inappropriate development, that would harm their character and openness. This would exclude from consideration a large part of the Plan area. However, the area of land subject to Green Belt designation will change, as the Joint Core Strategy for Luton and the southern area of Central Bedfordshire is due to be adopted in 2011.

4.33 It should be noted that land has begun to be identified in these areas for future housing and employment uses. The opportunity therefore exists for the masterplanning of these areas to include the provision of waste facilities, of small to medium scale, which are vitally necessary in order to transfer wastes effectively from these areas of waste arisings to points of treatment or disposal.

4.34 The Joint Core Strategy proposes three areas of Preferred Strategic Urban extensions- north of Luton; north of Dunstable and Houghton Regis; and east of Leighton Buzzard. Once the Core Strategy is adopted, the area of existing Green Belt will be reduced in area, to allow these areas to be subject to housing and associated development. The release of land from the Green Belt in these areas will also have the scope to allow small to medium scale facilities to be developed in association with the development of new settlements.

4.35 There will continue to be a requirement for smaller scale transfer and recovery facilities with a capacity of less than 75,000 tonnes per annum. These include wood chipping, composting, aggregates recycling (of any capacity), Anaerobic Digestion plants (for food, agricultural, and green wastes), MSW Materials Recovery, and Commercial/Industrial Waste Transfer Facilities.

Options for the location of Non-Strategic Facilities:

- **Aggregates recycling facilities:** either co-locate them with inert waste landfill sites, mineral working sites, or on lower quality industrial land.
- **Windrow composting facilities:** either on rural agricultural land with good quality highways access, or concentrated with other waste management facilities in rural locations.
- **In Vessel composting facilities:** either located adjacent to Non-Hazardous waste landfill sites, or in rural industrial locations.
- **Anaerobic Digestion plants:** on industrial land, in either urban or rural locations.
- **Materials Recovery/Waste Transfer/Bulking Facilities:** either urban fringe, or general industrial locations.

The Preferred Spatial Distribution of Non-Strategic facilities is:

Generally, facilities will be evenly distributed throughout the Plan area, (beyond those areas designated as Green Belt/AONB), principally within larger settlements, and in the areas of new housing and employment land allocated in Local Development Frameworks.

Specific certain kinds of facilities, as set out below, should be located

- Aggregates recycling facilities, on landfill sites
- Windrow composting facilities, on rural agricultural land with good quality highways access
- In Vessel composting facilities, on rural industrial land
- Anaerobic Digestion plants, on rural industrial land
- Materials Recovery/Waste Transfer/Bulking Facilities in urban industrial locations, unless the size of the facility is such that an urban edge location is necessary for highways reasons.

Concerning the Preferred locations for Non-Strategic facilities do you either:

- A) Agree
- B) Disagree

If you disagree, please state your reasons.

Inert Waste from Construction and Demolition Activities

4.36 The production of demolition and construction waste can be of use in reclaiming mineral working voids, and in part for the creation of secondary aggregates. According to Technical Evidence Paper Two, the shortage of landfill space for the disposal of these wastes is estimated to be between 3 and 5 million tonnes by 2027/28. Some of this capacity is available already, given that a resolution has been made to grant permission subject to a Section 106 agreement, at Stone Lane, Leighton Buzzard, for 1.5 million tonnes of inert wastes. In addition it is likely that sites for the working of minerals such as sand, gravel, and specialist sands will provide sufficient void space for the volume of these wastes expected to arise. In addition, the amount of these minerals to be identified as Preferred in the combined Minerals and Waste Core Strategy is known. However, the reclamation strategies for these mineral sites are not known in detail, and therefore it is not yet possible to be clear of the amount of inert waste that will be needed to reclaim these sites. Rather, this is a matter which can be clarified in the creation of the combined Minerals and Waste Core Strategy for Submission to the Secretary of State.

Hazardous Waste

4.37 Hazardous waste arisings represent an insignificant proportion of the total amount of waste arisings. Nevertheless 19,954 tonnes arose in the Plan area in 2008, and the Plan area is a net exporter. Hazardous wastes are collected from a variety of sources and passed on to facilities elsewhere. This includes WEE facilities and Vehicles dismantling facilities. All facilities in the Plan are for the transfer of hazardous wastes, and for dismantling products which contain hazardous wastes, and none are for the destruction or disposal of these wastes.

4.38 Facilities for the disposal of hazardous wastes are a national issue which would be dealt with through applications to the Infrastructure Planning Commission. These facilities are of national importance, and are beyond the scope of the Waste Core Strategy.

iii) Deliverability

4.39 Sites that are proposed must be available for a waste management use in order to count as being deliverable. This means that to be deliverable there must be no land ownership reason why it could not be implemented, if granted planning permission. This has been tested by a combination of Land Registry Searches; as well contact with landowners, and the waste management operators who previously suggested the sites for allocation. The results have verified that the Preferred sites are all available for a waste management use

iv) Contingencies

4.40 It must be acknowledged that the requirements of the three Councils as Waste Collection and Disposal Authorities are not yet known following Local Government Re-Organisation in April 2009. Each of the three Councils will require new facilities for the transfer and the recovery of materials from wastes that they collect. The number and distribution of these facilities are therefore a key consideration in the Spatial aspects of the Waste Core Strategy. Given the circumstances in which the Plan is being developed, the Waste Core Strategy establishes a framework concerning where and under what circumstances, facilities of different kinds could be developed. But certain specific possible eventualities also need to be addressed, and they are set out here:

Possible eventualities to be addressed:

1. That neither Rookery Pit nor Elstow South will be implemented and developed, during the Plan period, as Non Hazardous Waste Landfill sites,
2. That a single large scale materials recovery facility is developed, but which will source the majority of its waste from outside of the Plan area,
3. That each Council develops small to medium scale facilities for its collected municipal wastes, located within its own area.

It is proposed that :

1. Non-Hazardous waste landfill capacity in the Plan area be monitored closely, including the disposal destinations of wastes collected by the Councils. A fuller assessment of the availability of land for landfilling may need to take place under the first review of the Core Strategy.
2. Clear and definite limits are placed on the amount of waste that can be received from outside of the Plan area, and will be implemented via a Core Policy.
3. New municipal waste management facilities developed by the Councils will be identified using firstly the Saved Policies from the Bedfordshire and Luton Minerals and Waste Local Plan (2005), and later the policies in the later General and Environmental Policies DPD, when adopted.

Do you agree with the above statements concerning actions to be taken?

A) Agree

B) Disagree

If you disagree, please say why.

v) Infrastructure requirements and delivery issues for Preferred Sites

4.41 Each of the Preferred sites have site specific issues concerning the constraints on them being implemented, and in particular the timing of their implementation. These are set out below:

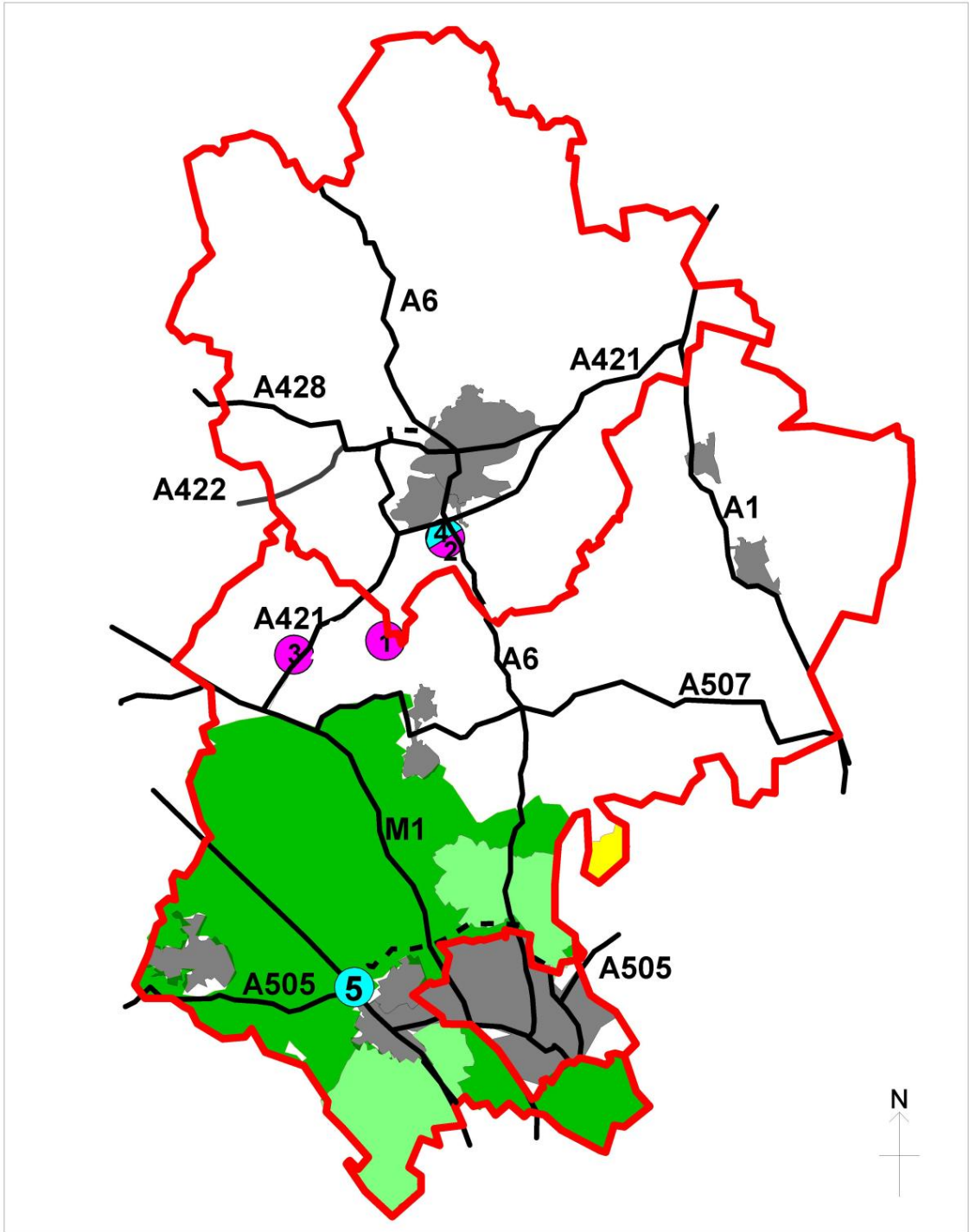
4.42 Rookery Pit South: Access would need to be taken from the A421 via Green Lane. The A421 is presently being brought upto dual carriageway standard, and the site will have access to it via Green Lane. The timing of the implementation of this site is therefore particularly dependent on the completion of the A421 improvements, and any improvements to Green Lane.

4.43 Land adjacent former Brogborough Landfill: This site is operational land within the site of the former Brogborough Landfill. Again, the completion of the works to bring the A421 to dual carriageway standard will be essential for the development of this site.

4.44 Elstow North: This site is bound on three sides by an area of the former landfill site, the majority of which has been permitted for use as a car park for the NIRAH development. The major constraint is the area available for a range of waste management uses.

4.45 Land at Thorn Turn: The implementation of this site is particularly dependent on the release of land from the Green Belt. This in turn depends on the adoption of the Luton and South (Central) Bedfordshire Core Strategy, which proposes three urban extensions. The Core Strategy is likely to be adopted in 2011. In addition, the A5-M1 Link Dunstable Northern Bypass Preferred Route has now been announced, which is the northern route, and runs to the north of the proposed waste management site.


Figure 4: Preferred Strategic Sites





Produced by Bedford Borough Council. Based on Ordnance Survey mapping © Crown copyright. All rights reserved.
OS Licence No. 100049028. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
Date: 09/02/10


Plot @: 1:260000


Key

 **Strategic Highway Network**

 **Major towns**

 **Green Belt**

 **Area of Outstanding Natural Beauty (AONB)**

 **Green Belt and AONB**

Preferred Sites

1 WSD34 Rookery South (Landfill and/or Materials Recovery)

2 WSD16 Elstow South (Landfill)

3 WSD13 Brogborough (Materials Recovery)

Reserved Preferred Sites

4 WSD01 Elstow North (Materials Recovery/Transfer)

5 WSD02 Thorn Turn (Materials Recovery/Transfer)

5 Implementation and Monitoring

Introduction

5.1 The implementation, monitoring and review of this Core Strategy are an essential element of the Plan process, and serve to ensure that more sustainable waste management is achieved in the Plan area. Monitoring the implementation of the Core Strategy is essential in order that the Plan provides a relevant and flexible framework to guide future waste developments.

5.2 In order to establish the desirable outcomes of the Waste Core Strategy, it is first necessary to consider what the objectives of the Waste Core Strategy are. Chapter 3 sets out the following Objectives:

Waste core strategy objectives

- A. To manage wastes arising solely from within the Plan area, and the agreed apportionment of London wastes;
- B. To promote the reduction of waste arisings;
- C. To move away from dependence upon landfilling;
- D. To provide greater capacity for the recovery of materials and energy;
- E. To protect the biodiversity and landscape fabric of the Plan area;
- F. To protect the safety of the road network in the Plan area;
- G. To protect the cultural, social, and environmental heritage of the Plan area.

5.3 This Chapter now considers the parties and mechanisms involved in the implementation of these objectives and policies. Planning indicators are proposed which can be used to measure the success of policies quantitatively.

Implementation

5.4 It is recognised that spatial planning will need to be delivered through a wide variety of processes, tools, and activities. For instance as Waste Planning Authority, the Councils will implement the Plan priorities by determining planning applications, in accordance with its policies and provisions, subject to the other parts of the development plan and other material considerations.

5.5 Parties on whom the Plan relies upon for its implementation include:

- The three Councils (Bedford Borough Council, Central Bedfordshire Council and Luton Borough Council) as Waste Collection, Disposal, and Planning Authorities.
- Waste Management Companies, who operate landfill sites and materials recovery facilities.
- Landowners.
- Businesses and industries - which produce waste
- The public - as producers of Municipal Solid Waste
- Water companies - as managers of sewage and waste water.
- Metal recovery companies
- Waste Electrical and Electronic Equipment operators
- Paper manufacturers - who reuse waste paper.
- Gypsum manufacturers - who reuse plaster.
- Plastic recovery firms, and plastic manufacturers who reuse plastics.

- Amenity bodies, (such as the Campaign to Protect Rural England).
- Environment Agency and Environmental Health Officers - who have responsibilities relating to the management of waste operations.

5.6 The Plan relies upon the presence of the right kinds of facilities in the Plan area, at the right time, so as to provide sufficient capacity to manage the various kinds of wastes arising.

Monitoring

5.7 The Councils as Waste Planning Authorities will monitor the Plan firstly by means of annual surveys of waste facilities in the Plan area, to provide up-to-date statistics concerning the capacity of facilities, and the recovery rates of various waste types and streams. In addition it is hoped in the longer term that statistics provided by the Environment Agency will assist this process. All data collected will help the Councils as Waste Planning Authorities to assess trends, and establish how far the Plan's objectives are being achieved.

5.8 To this end, an Annual Monitoring Report (AMR) will be published each year which will establish how far the extent to which the objectives of the Core Strategy are being achieved. In addition it will help identify whether any part of Minerals and Waste Local Development Framework is in need of review. The Annual Monitoring Report will also identify any further actions needed to deliver the Vision set out in the Core Strategy. Finally, measures will be set out to review and update the Sustainability Appraisal, and ensure that Minerals and Waste Local Development Framework continues to contribute to the Sustainable Development of the Plan area.

Monitoring Indicators

5.9 Having identified the broad measures to be taken in implementing and monitoring the Core strategy, table 1 (below) sets out the specific implementation mechanisms, indicators, and targets etc, on a policy by policy basis.

5.10

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
WCP1: Sufficient waste recovery and disposal capacity will be provided for wastes arising from within the Plan area, as well as an apportionment of waste from London set out in the East of England Regional Spatial Strategy.	<p>A: To manage wastes arising solely from within the Plan area, and the agreed apportionment of London wastes;</p> <p>B: To promote the reduction of waste arisings;</p>	Strategic sites will be identified to meet the capacity requirement set out in the Core strategy. These sites will be identified and appraised in accordance with core policies.	Waste Planning Authority (WPA); Industry; Waste Disposal Authority (WDA) / Waste Collection Authority (WCA)	Permitted capacity will be monitored against forecast arisings set out in the core strategy, taking into account requirements for recovery versus disposal set out therein. ⁽¹⁾	Capacity to match arisings in net terms.	<p>Ability to monitor policy dictated by the quality of operator returns.</p> <p>Implementation of identified sites, and thus the ability to meet future recovery and disposal capacity requirements, is dependant on applications for those sites being brought forward.</p>

1 Future reviews of the core strategy will consider the need to amend the amount of capacity for either disposal to landfill or recovery capacity.

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
<p>WCP2: Sufficient capacity for the recovery of materials and energy from waste will be provided in order to enable the following targets for diversion from landfill and recovery to be achieved as set out in the East of England Regional Spatial Strategy 2008:</p> <ul style="list-style-type: none"> - recovery of 50% of Municipal Solid Wastes by 2010, and 70% by 2015 - recovery of 72% of Commercial and Industrial Waste by 2010, and 75% by 2015. 	<p>A: To manage wastes arising solely from within the Plan area, and the agreed apportionment of London wastes;</p> <p>B: To promote the reduction of waste arisings;</p> <p>C: To move away from dependence upon landfilling;</p> <p>D: To provide greater capacity for the recovery of materials and energy;</p>	<p>Strategic sites to be identified within the core strategy to meet recovery and disposal capacity requirement set out in the core strategy. These sites will be identified and appraised in accordance with core policies.</p>	<p>Waste Planning Authority (WPA); Industry; Waste Disposal Authority (WDA) / Waste Collection Authority (WCA)</p>	<p>Monitor permitted recovery and disposal capacity against forecast arisings set out in the core strategy, taking into account requirements for recovery versus disposal set out therein.⁽²⁾</p>	<p>Capacity to match arisings in net terms.</p>	<p>Ability to monitor policy dictated by the quality of operator returns.</p> <p>Implementation of identified sites, and thus the ability to meet future recovery and disposal capacity requirements, is dependant on applications for those sites being brought forward.</p>

2 Future reviews of the core strategy will consider the need to amend the amount of capacity for either disposal to landfill or recovery capacity).

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
WCP 3: New or extended waste management facilities will be designed in their physical form and layout so as to give rise to as little negative impact as possible on adjacent occupiers and the surrounding locality. Innovative designs for waste management facilities which use colours and materials compatible with the locality, will be encouraged, in order to promote sympathetic designs and local distinctiveness.	<p>E: To protect the biodiversity and landscape fabric of Plan area;</p> <p>F: To protect the safety of the road network in the Plan area;</p> <p>G: To protect the cultural, social, and environmental heritage of the Plan area.</p>	<p>Poor design will undermine community acceptance of waste facilities⁽³⁾. Information relating to form and layout will be included within the Design and Access Statement, which should explain the design thinking behind a proposed development, and demonstrate how the development</p>	<p>Waste Planning Authority (WPA); Industry; Waste Disposal Authority (WDA)</p>	<p>Number of planning permissions granted contrary to advice set out in the local landscape / townscape character assessment.</p> <p>Number of waste management proposals permitted contrary to the advice of the landscape officer.</p> <p>Number of waste management proposals permitted contrary to the advice of the conservation officer.</p>	<p>None</p> <p>None</p> <p>None</p> <p>None</p>	<p>Policy implementation reliant on WPA DM officers liaising with developers early in the design stage. Also reliant on developers awareness of the policy.</p>

3 Conflicts surrounding public perception and waste management facilities stem in part from the fact that traditionally they were constructed with pure function in mind and were regarded as low quality developments with limited regard for their integration within the local setting. The design of new facilities has a pivotal role in changing the perception of specific development and the industry as a whole.

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
		is compatible with the surroundings. This information will be evaluated as part of the consideration and determination of planning applications.				
WCP4: Waste disposal and recovery capacity will be provided for waste arising from within the Plan area, as well for the disposal of an apportionment of post-treatment residual waste from London, as agreed in the Regional Spatial Strategy. In order to ensure that waste management capacity, is used by	A: To manage wastes arising solely from within the Plan area, and the agreed apportionment of London wastes; E: To protect the biodiversity and landscape fabric of Plan area;	Strategic sites to be identified to meet capacity requirement set out in the Core strategy. Facilities with a capacity of >75,000 tonnes per annum, will be required to enter into legally binding catchment area	Waste Planning Authority (WPA); Industry; Waste Disposal Authority (WDA) / Waste Collection Authority (WCA)	Number of planning permissions granted for waste management facilities with a capacity >75,000 tonnes per annum which were not required to enter into a catchment area restriction. Facilities failing to comply with their catchment area restriction.	None None	Difficulty in evaluating the authenticity / reliability of operator returns.

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
the waste for which it is intended, new facilities (including materials and energy recovery facilities with a capacity above 75,000 tonnes per annum) will be required to enter into legally binding arrangements so as to restrict the origin of waste that they receive.	G: To protect the cultural, social, and environmental heritage of the Plan area.	restrictions which will restrict the origin of waste that they receive.				
WCP5: All new built development will be designed and planned so as to include sufficient and appropriate waste storage and recovery facilities. The design and implementation of these waste storage and recovery facilities in new developments, both during their construction and operation, will help	B: To promote the reduction of waste arisings; C: To move away from dependence upon landfilling; D: To provide greater capacity for the recovery of materials and energy;	The consideration and determination of planning applications for new built development.	Waste Planning Authority (WPA); Industry / Developers Highways Planning Authority (HPA); Waste Collection Authority (WCA) /	The number of permissions for new built development which include waste storage and recovery facilities within their design.	100%	

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
to reduce the volume of waste arisings, and to enable the safe and convenient storage of wastes and recyclable materials, prior to their management elsewhere.	<p>F: To protect the safety of the road network in the Plan area;</p> <p>G: To protect the cultural, social, and environmental heritage of the Plan area.</p>		Waste Disposal Authority (WDA)			
WCP6: Proposals for facilities to handle and transfer specialist wastes, (such as Hazardous or Clinical wastes), will be accommodated only where the amenity and highway safety of the area can be adequately safeguarded, and where they form part of an ancillary and sufficiently related operation.	<p>F: To protect the safety of the road network in the Plan area;</p> <p>G: To protect the cultural, social, and environmental heritage of the Plan area.</p>	The consideration and determination of applications for new facilities for these wastes.		<p>The number of permissions granted for facilities which are free standing and are sufficiently related to an operation where these wastes arise, and;</p> <p>The number of permissions granted contrary to advice by the Highways Authority.</p>	<p>100%</p> <p>None</p>	

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
<p>WCP7: Small to medium scale facilities (with an annual throughput of less than 75,000 tonnes per annum), other than composting sites, shall be located:</p> <ul style="list-style-type: none"> - on existing and allocated employment land on land allocated for employment use which is within the Central Bedfordshire/Luton Urban Extension Areas - on land allocated for employment use in Bedford Borough; 	<p>C: To move away from dependence upon landfilling;</p> <p>E: To protect the biodiversity and landscape fabric of Plan area;</p> <p>F: To protect the safety of the road network in the Plan area;</p> <p>G: To protect the cultural, social, and environmental heritage of the Plan area.</p>	<p>The consideration and determination of applications for new facilities with an annual throughput <75,000 tonnes.</p>	<p>Waste Planning Authority (WPA); Industry.</p>	<p>The number of permissions granted for small and medium scale facilities (other than composting sites), located on existing and allocated employment land, land allocated for employment use within Central Bedfordshire/Luton Urban Extension Areas, or land allocated for employment use in Bedford Borough.</p>	<p>100%</p>	

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholders Responsible	Output Indicator	Target	
<p>WCP8: Subject to other planning criteria, waste management facilities will normally be preferred in the following locations:</p> <p>-Aggregates recycling facilities will be located on/adjacent to inert waste landfill sites;</p> <p>-Windrow composting facilities will be located on rural agricultural land with good quality highways access;</p> <p>-In Vessel composting facilities will be located in rural industrial locations;</p> <p>-Anaerobic digestion plants located on industrial land in rural locations;</p> <p>Materials Recovery/Waste Transfer/Bulking Facilities located in urban fringe locations, and;</p> <p>Waste storage, handling, and recovery facilities located within new developments.</p>	<p>C: To move away from dependence upon landfilling;</p> <p>E: To protect the biodiversity and landscape fabric of Plan area;</p> <p>F: To protect the safety of the road network in the Plan area;</p> <p>G: To protect the cultural, social, and environmental heritage of the Plan area.</p>	<p>The consideration and determination of applications for these waste facilities.</p>	<p>Waste Planning Authority (WPA); Industry.</p>	<p>The number of permissions granted for:</p> <p>Aggregates recycling facilities located on / adjacent to inert waste landfill sites;</p> <p>Windrow composting facilities located on rural agricultural land with good quality highways access;</p> <p>In Vessel composting facilities located in rural industrial locations;</p> <p>Anaerobic digestion plants located on industrial land in rural locations;</p> <p>Materials Recovery/Waste Transfer/Bulking Facilities located in urban fringe locations, and;</p> <p>Waste storage, handling, and recovery facilities located within new developments.</p>	<p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p>	

Policy	Related Strategy Objective	Implementation		Monitoring		Implementation Issues
		Mechanism	Stakeholder Responsibility	Output Indicator	Target	
-Materials Recovery/Waste Transfer/Bulking Facilities will be located in urban fringe locations; -Waste storage, handling, and recovery facilities will be located within new developments;						

Table 1 Policy Implementation and Monitoring Matrix