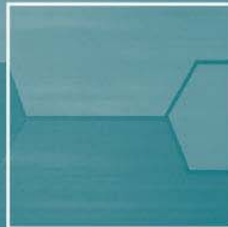
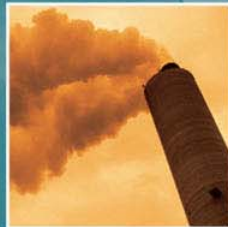


Sky Properties Limited and ENERGOS

Green Lane Eco Park

Planning Statement

June 2010



Entec

Creating the environment for business

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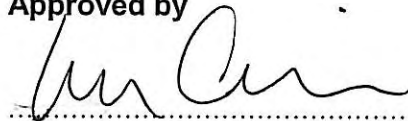
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Sky Properties Limited and ENERGOS

Green Lane Eco Park

Planning Statement

June 2010

Entec UK Limited



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1. Introduction

1.1 Overview

Sky Properties Limited is submitting two planning applications to Salford City Council for the development of waste facilities at a site (the former Mitchell Shackleton Works) off Green Lane, in Eccles. The proposals comprise a combination of waste recycling, anaerobic digestion and residual waste treatment through gasification facilities, together with the generation of energy. Together the proposals comprise the Green Lane Eco Park.

The Eco Park will contribute to sustainable waste management and targets the commercial and industrial waste sector. All sections of society produce waste and have been doing so in ever increasing quantities over recent years. Traditionally, most of this waste has been managed by disposing of it to landfill. Now, however, the way in which we manage our waste is undergoing substantial change.

No longer is it acceptable to simply throw waste away; it must be treated to remove wastes that can be re-used and recycled, to remove wastes from which value can be recovered, and to process wastes in a way that leaves the residues more stable so reducing their potential effect on the environment. Using waste as a resource is the key to maximising the value obtained from waste processing and treatment and a key element of this can be the generation of energy.

The North West region produces around 7.5 million tonnes of commercial and industrial waste every year and it has been estimated that around 2 million tonnes could be available for energy recovery. Greater Manchester accounts for around 2.7 million tonnes of regional arisings and estimates indicate that over 1 million tonnes are currently subject to recycling. However, there is limited capacity for further recovery and there is therefore a need to develop new waste infrastructure to maximise the value we can obtain from the waste we produce. Emerging waste planning policy in Greater Manchester is seeking to address this capacity gap.

In this context, the proposed developments will make a significant contribution to sustainable waste management by treating and managing around 240 000 tonnes of waste per annum. Should both applications be approved, then there would be benefits in facility integration, consistent with the Eco Park concept.

1.2 Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “*where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise*”. The Development Plan



comprises the Regional Spatial Strategy (RSS, 2008)¹ and the City of Salford of Salford Unitary Development Plan (UDP, 2006).

The Regional Spatial Strategy (RSS) states that facilities for commercial and industrial wastes should be located close to sources of arisings with a view to minimising transport distances and encourages the development of new waste technologies which include gasification and anaerobic digestion. Specifically the proposed development is consistent with RSS Policies EM10, EM11, EM12 and EM13 which deal with waste infrastructure. This statement addresses each of these policies and the wider environmental policies of the RSS.

The UDP allocates part of the site for employment uses under Policy E4 and Policy E5 is relevant as it deals with development on retained employment land which includes the wider Green Lane site. The Council acknowledges that sui generis uses such as waste management development are acceptable and in conformity with the land use designation and therefore the UDP. The proposed development is also in conformity with the waste policies of the UDP including Policy ST16 and W1. This statement also considers the wider environmental policies of the UDP in Section 6.

The proposed development is in conformity with the Development Plan. This statement also considers other policies that the Council should take cognisance of in determining the planning applications. The development of waste facilities at the site would be consistent with prevailing and emerging planning policy. National waste planning policy encourages the development of recovery facilities and directs developers to industrial areas as possible locations for facilities. The development of waste infrastructure at the site would bring forward this vacant and contaminated site for development consistent with the principles of sustainable development and sustainable waste management.

Whilst there are no waste allocations within the UDP, the emerging Greater Manchester Joint Waste Development Plan Document (JWDPD) will provide allocations and the Greater Manchester Geological Unit (GMGU) has been consulting on potential sites. Preferred Options were published in November 2009. The Green Lane site has been identified both as a site and within an area considered suitable for a range of waste technologies, including those proposed in the planning applications.

1.3 The Site

The site is centred at NGR 376400 399080 and is located approximately ~1.6 km north west of Eccles town centre in Greater Manchester. It lies in the northwest corner of a long established industrial area that includes the Nasmyth and Lyntown Trading Estates. The employment area is important to the City, with over 30 businesses employing around 700 people.

¹ Note that it has been announced that Regional Spatial Strategies will be abolished but for now they still form part of the Development Plan.



In the last Century the area became densely developed by substantial industrial development associated with metal production and heavy engineering, together with cotton mills. At this time, the Eccles industrial area comprised one of the City's main industrial zones, providing considerable employment for a rapidly increasing population. Few of these older land-uses remain, replaced by uses including storage and distribution. The focus of newer substantial employment development has been in areas including Trafford Park/The Trafford Centre, around 1.5 km to the south. This area provides a source of significant commercial and industrial waste arisings that may be attracted to the proposed facilities.

The site itself covers an area of around 3.8 ha and is previously developed land that formerly comprised the Mitchell Shackleton Works which specialised in crankshaft manufacturing. Other site uses included North West Flanges, North West Forgemasters and Gardner Engines. The site is now largely cleared and comprises both hardstanding and rubble. Trees and scrub vegetation are present, notably along the northern and eastern site boundaries. The presence of industrial areas around the site and the M602 to the north, together with the Manchester-Liverpool railway line further to the south and the Bridgewater Canal to the west, mean that the site is well contained and relatively isolated from residential areas to the north and west. The nearest residential area is Monton to the north beyond the M602 motorway.

The site access is off Green Lane which forms the western boundary and the northern boundary is formed by an embankment and the M602. Green Lane and its northern extension, Canal Bank, provide a district distributor road linking with the A57 to the south (which in turn provides access onto the M60 to the west) and the A580 to the north (the East Lancashire Road and link to the A6 at nearby Swinton).

Access to the Nasmyth Business Centre (immediately to the east of the site) is gained via an extension of Lansdowne Road under the M602, which is a traditional, primarily terraced residential street where the lack of off-street parking results in resident's cars having to be parked along the highway thereby reducing highway efficiency. This results in a conflict with the industrial traffic which journeys along it to reach the various industrial premises at the southern end. The junction of Lansdowne Road and Monton Road is not designed to cope with significant volumes of traffic, especially of a commercial or heavy goods nature. The applications provide an opportunity to address this issue by providing a purpose built linked access to the Nasmyth Business Centre via a new estate road directly onto Green Lane, which meets modern highway standards, so that vehicles can avoid using Lansdowne Road.

To the south of the site on Green Lane is Patricroft Station, which is on the Manchester-Liverpool line. The rail bridge that crosses Green Lane has a 4.1 m headroom restriction which is adequate for conventional lorries, but restricts over-sized vehicles. This has impacted on the routing strategy that is set out in the Transport Assessment that accompanies the applications which identifies suitable routes both for conventional and articulated lorries.

1.4 Planning History

The recent planning history of the site confirms that industrial development is considered to be the most suitable land-use. The City of Salford Unitary Development Plan (2006), through Policy E4/8, allocates part of the site for



employment purposes with the remainder comprising retained employment land. The potential loss of employment land was a key reason for the refusal of planning permission for housing development in 2006 and the dismissal of the subsequent appeal in 2007. The site was considered by the Council to have reasonable access to the M60 and M602 and the Inspector concluded that the addition of a limited amount of industrial traffic on Canal Bank would not have a material impact. The conclusion was clear, that the site would need to be developed for industry and the proposals in the planning applications represent appropriate development for the area.

Also of note is an appeal from 2000 in respect of the development of a waste facility on land to the southeast of the site. The development gained access from Lansdowne Road and involved concrete crushing and the treatment of other construction and demolition wastes. The appeal was allowed and the Inspector noted the high ambient noise levels in the area due to the motorway and did not find that other amenity impacts would be significant.

So there is a history of waste development approvals within the industrial area. Emerging planning policy within Salford has identified the site as being of marginal viability for conventional employment use and as being undeliverable for housing development. Waste development of an appropriate nature and scale therefore represents a significant opportunity to bring the site forward for development.

1.5 The Planning Applications

The planning applications address the following key issues:

- The provision of recycling and waste treatment capacity for the commercial and industrial waste sector in proximity to sources of significant arisings;
- The provision of capacity for the generation of renewable and low carbon energy through both anaerobic digestion and gasification;
- Bringing forward a site for development that is currently vacant and has been vacant for a number of years;
- Capitalising on an opportunity to provide a dedicated access link for the Nasmyth Business Centre so that vehicles accessing Nasmyth no longer need to use Lansdowne Road;
- Providing a development that is consistent with the Development Plan and where environmental impacts on receptors such as the Bridgewater Canal and residents in Monton can be minimised to acceptable levels.

In summary the applications comprise:

- A full application submitted by Sky Properties Limited for the development of a gasification facility and ancillary plant, based upon the technology provided by ENERGOS, together with car parking landscaping and means of access. The plot proposed for the facility is on the south east portion of the site;



- An outline application submitted by Sky Properties Limited for recycling, anaerobic digestion, offices and other ancillary development, together with parking, landscaping and means of access.

Common to both applications is a site access off Green Lane and the dedicated estate road link. The landscaping strategy includes the treatment of the western site boundary adjacent to Green Lane and the Bridgewater Canal and there is an opportunity to provide an additional bunded area in the event that the site is built out to the western edge.

In view of the linkages between the applications, the supporting documents and the accompanying Environmental Statement, Design and Access Statement and Transport Assessment address both proposals together. The proposals are, however, capable of being developed independently so that the Waste Planning Authority can approve either application, or both. The Environmental Statement considers the potential environmental effects of the two proposals separately, where necessary, and in combination.

The remainder of this submission is structured as follows:

Volume 1 comprises the following:

- This Planning Statement;
- Application forms and certificates and detailed plans for the gasification proposals;
- Application forms and certificates for the outline proposals;
- The illustrative masterplan for the combined proposals;
- A Statement of Consultation;
- The Design and Access Statement.

Volume 2 of the submission comprises the following:

- A Non-technical Summary of the Environmental Impact Assessment;
- The Environmental Statement;
- The Transport Assessment;
- The Flood Risk Assessment;
- The Site Drainage Strategy.

Volume 3 of the submission comprises the following:

- Environmental Statement Appendices;



- A Carbon Assessment;
- A Summary of a Heat Demand Assessment;
- The Stack Height Assessments;
- An outline Site Waste Management Plan;
- A Preliminary BREEAM Assessment;
- Plans showing site utilities.

1.6 The Applicant and Consultant Team

The applicant for the outline application is Sky Properties Limited. Sky Properties Ltd has had a presence in the North West for six years and has pioneered and specialised in numerous property developments from residential to power generation. Sky Properties Limited owns the site.

The applicant for the full application is Sky Properties Limited, supported by technology provider in the project ENERGOS. ENERGOS has supplied the technology details for the gasification plant and is a subsidiary and technology provider to the Salford based ENER-G Holdings plc which is one of the UK's leading sustainable energy companies. The company provides small scale combined heat and power plants, energy efficient technologies, power generation from landfill methane and energy from waste. ENER-G Holdings is seeking to develop a number of similar schemes throughout the UK and was awarded planning consent for a similar scheme in Irvine, Scotland in 2007 and Knowsley, Merseyside in 2009. A plant on the Isle of Wight has recently been commissioned and there are a further six plants operating in Norway and Germany demonstrating that it is a proven technology.

The team that has prepared the application has comprised:

- Entec UK Limited – Entec has co-ordinated the preparation of the application and associated documentation and led on all but the transport elements of the EIA;
- Hattrell DS One Architects LLP has led on the masterplan and design of the site;
- SBA has led on the Transport Assessment and the transport elements of the EIA; and
- Sauce Consulting has co-ordinated community consultations on the proposals.



2. Overview of the Proposed Developments

2.1 Introduction

This section introduces the proposed developments, the linkages between the technologies and the content of both applications. It also sets out how the design of the development has evolved and the key issues that have been addressed during the preparation of the applications.

The development description is set out in the Environmental Statement and application forms which detail the proposed buildings, plant, technologies and processes. A set of plans and elevations are provided for the ENERGOS gasification plant that is subject to the full application. The Design and Access Statement specifies the principles of the built form and provides the illustrative masterplan for the Eco Park. The outline application provides the development parameters for the recycling and anaerobic digestion proposals.

2.2 The Proposed Technologies

2.2.1 The Full Application

Full details are provided for the proposed gasification plant based upon the ENERGOS technology. The following is the development description:

Erection of an energy from waste gasification plant, turbine generation room, air cooled condensers and associated plant, together with site access, weighbridge and security building, car parking and landscaping

It therefore comprises the site access, a main building, ancillary plant, landscaping and parking. Key components include: a reception hall and fuel bunker for the receipt of the waste fuel; a two staged thermal conversion process which initially gasifies the waste fuel prior to high temperature oxidization; a heat recovery steam generator (HRSG); an energy utilisation system; a flue-gas cleaning system; and a control and monitoring system. The development description is set out in the Environmental Statement.

It will have the capacity to process approximately 80 000 tonnes of waste per annum and generate around 7-9 megawatts (MW) of electricity. The relatively small scale nature of the plant and its ability to process different forms of residual waste means that the plant will not discourage further improvements in recycling.

2.2.2 The Outline Planning Application

The outline application comprises the materials recycling and anaerobic digestion facilities and the following provides the development description:



The development of a non-hazardous waste treatment and recovery centre. The proposals comprise buildings and ancillary infrastructure for: the recycling of up to 100 000 tonnes of waste and the anaerobic digestion of up to 60 000 tonnes of waste; bulking and transfer of waste; the production of refuse derived fuel; the generation of energy; and associated offices. To include a site access, weighbridge, service and parking areas, water treatment, internal roadways, lighting and landscaping.

It therefore includes the materials recycling and anaerobic digestion facilities, together with ancillary plant, buildings, offices, landscaping, access and parking. The following provides a summary of the processes proposed:

Materials Recycling

The process involves taking dry recyclables (typically paper, glass, cardboard, plastics, metals, etc) that will be sorted and bulked for transport to reprocessing plants. This will be achieved through separation and compaction. MRFs commonly use a system of conveyors which carry the recyclables over sorting screens or other sorting mechanisms which divide the components of the dry recyclates. These then commonly pass over magnetic and eddy current separators and may incorporate advanced optical materials recognition equipment which can separate out different types of plastics from the recycle. There is normally, in addition, an element of hand-sorting of materials as part of the separation process.

The illustrative masterplan shows a Materials Recycling Facility (MRF) on the western portion of the site and this scale of development would have a processing capacity of up to 100 000 tonnes per annum.

Anaerobic Digestion

The UK generates about 12.3 million tonnes of food waste each year from supermarkets, food manufacturers, restaurants, agriculture and horticulture. Anaerobic digestion composts food waste and other biodegradable materials such as card and paper, in the absence of air - the waste is ground up and mixed with water within a specially designed tank. The waste is digested by naturally occurring micro-organisms which thrive in these conditions. A biogas is produced which can be controlled and used to generate heat and electricity. The process also sanitises waste materials to ensure compliance with Animal By-Product Regulations (ABPR). It produces a digestate comprising a fibrous material, which can be spread on land, co-disposed with compost, or used as a fuel in combustion.

The process requires a number of elements including a tipping hall where the waste is deposited; a pre-treatment plant and dewatering plant; digester tanks; gas storage tanks; effluent treatment and storage tanks; units to generate electricity through gas engines and a stack; and ancillary infrastructure.

The illustrative masterplan shows an Anaerobic Digestion (AD) facility to the north of the gasification facility. An AD facility of this scale would have a processing capacity of up to 60 000 tonnes per annum.



2.2.3 The Eco Park

Together the applications comprise the proposed Eco Park and integrating the facilities can take advantage of the following synergies:

- The anaerobic digestion process can produce a refuse derived fuel that can be used in the gasification process. This would have the advantage of reducing the amount of imported waste required within the gasification process and reduce transport movements to and from the site;
- The waste arriving at the gasification plant will be subject to further treatment to remove items that will include metals that cannot be combusted. These materials can be sent to the recycling process and removed off-site, again reducing overall transport movements to and from the site;
- The generation of energy from the anaerobic digestion process will require a stack associated with the gas engines. The masterplan for the Eco Park assumes a single stack linked to the gasification plant that would be used by both facilities. This would reduce the taller vertical elements that result in visual impacts beyond the site boundary. In the event that the gasification proposal was refused, the AD facility would have its own dedicated stack.

2.3 Evolution of the Project Design

The final design of the proposed developments, as set out in the accompanying plans and the development description in the Environmental Statement, have emerged following the completion of environmental assessments, meetings and discussions with regulators and the City Council Planning Department and extensive public consultation. This section outlines the key issues that have emerged during these assessments and consultations and how they have influenced the project design. Reference should also be made to the Statement of Consultation that has been submitted in support of the applications.

2.3.1 Traffic and Transportation

It has been clear during consultations with the local community that traffic movements and specifically heavy goods vehicles (HGVs) are a key concern. The proposed development will generate around 160 HGV movements per day assuming that the site is fully developed and integrated, with a higher level of 185 movements assumed within the Transport Assessment as a worst-case with the facilities operating independently. The Transport Assessment demonstrates that this will represent a relatively small addition to total vehicle movements on Green Lane/Canal Bank (under 4%). It also demonstrates that total vehicle movements would be less when compared to alternative uses of the site that have been considered, including housing and other general employment, particularly at peak times.

In order to minimise the impact of traffic movements further and to deal with the low railway bridge at Patricroft Station which restricts larger HGV movements, the Transport Assessment has looked at the proposed routes to be



used by HGVs and a routing strategy has been developed. This avoids the use of Monton High Street and provides suitable links to the strategic road network.

As noted in Section 1 and consistent with the aspiration in the UDP, it is also proposed to provide an estate road linking the proposed new access on Green Lane to the north east of the site and making it available to users of the Nasmyth Business Park - this means that users of the Business Park would no longer need to use Lansdowne Road which has the potential to generate significant local benefits.

Other measures have the potential to be implemented and have arisen during public consultation, including realigning the roundabout at the northern section of Canal Bank and providing safety measures along Green Lane/Canal Bank including signage.

2.3.2 Impacts on the Local Community

During consultations with the local community it was clear that there were concerns about emissions from the proposed developments and the AD and gasification proposals in particular, together with concerns in respect of odours and noise. The Environmental Statement provides detailed assessments of these issues and provides mitigation designed to ensure that there will be no significant impacts on people and the environment.

The technologies proposed provide for the cleaning of emissions before releases to the atmosphere. After cleaning, the pollutant most likely to affect local air quality is NOx. Computer modelling has been used to predict how the emissions may affect air quality in the local area. The results of the modelling have been compared against the air quality target values that have been set by the Government to protect human health and wildlife. This indicates that there will be no significant effects on air quality as the predicted impacts are less than the target values.

Mitigation will also be put in place to reduce potential impacts from odour emissions. These include avoiding any outdoor storage of waste, fitting process areas with fast acting doors and the operation of process areas at slightly below atmospheric pressure to create a negative pressure draw to contain odours. Air extracted from the gasification waste reception area will be used as combustion air for the process which will ensure that any odorous compounds are destroyed by the high temperatures in the process. Air extracted from the MRF, AD reception area and other buildings containing waste processing will be extracted and then passed through an efficient abatement system incorporating the appropriate techniques prior to being discharged to atmosphere. Under the normal operation of the AD plant, biogas generated from the anaerobic digestion of the waste will be combusted in the biogas engines. This destroys odorous compounds in the biogas.

Finally in respect of noise, the assessment has modelled noise levels at locations around the site and Salford City Council has requested that operational noise is 5 dB(A) below background levels. The assessment has found that this criterion can be met. There are a number of standard measures employed during construction and the operation of this type of facility to reduce noise emissions including the use of equipment fitted with effective silencers/insulation; use of SMART or “broadband” reversing alarms to reduce the effect of reversing beepers on



site vehicles; regular servicing of plant and equipment; and machines that are intermittently used would be shut down in the intervening periods between work or throttled down to a minimum.

The facilities would operate under the terms of Environmental Permits issued by the Environment Agency. The contents of Environmental Permits are summarised in Section 10 of this statement and they would control emissions from the facilities and provide day to day operational controls.

2.3.3 Layout and Design

The initial layout for the Eco Park had the gasification in the south west corner of the site and furthest from the residential areas to the north, with the MRF immediately to the north of the gasification plant and the AD facility to the west of the site. In part this was driven by the additional space needed by the AD facility and the larger available area to the west. However, Sky Properties has taken on board comments received during the consultation process from both the local community and the City Council planning officers around potential impacts on the Green Lane boundary and the Bridgewater Canal.

A new site layout has been developed with the following key changes:

- The AD facility has been relocated to the area previously identified for the MRF. This means some of the larger tank structures have been moved from the Green Lane boundary and further away from the Bridgewater Canal;
- The MRF will therefore run alongside Green Lane and the area will also include a proposed Visitors and Education Centre;
- Landscaping has also been enhanced alongside the Green Lane boundary with provision for additional tree planting to act as a visual buffer.

These measures will provide for an improved street scene at the western boundary and improve visual amenity.

2.4 Employment

The proposed development would bring forward this vacant employment site for development, generating investment in the local economy and a significant number of jobs. The development of waste uses would lead to the creation of a minimum of 77 permanent jobs (around 60 directly), through a combination of direct and indirect employment. There will be induced employment from sustaining local economic activity. There is further potential to create jobs through the office, visitors and educational resource that may be provided. The creation of these jobs would be particularly important for Eccles which falls within the bottom 20% of most deprived areas within England.



2.5 Conclusions

The proposals comprise the development of modern waste infrastructure that are being encouraged by Government (as detailed further in later sections of this statement) with the potential to generate significant jobs in the local economy. It would bring forward a currently vacant and derelict site and lead to substantial inward investment.

The proposals have evolved through significant stakeholder consultation exercise (see the accompanying Statement of Consultation) that has sought to address key issues including transportation, site layout and potential impacts on people and the environment. Full assessments are provided in the accompanying Environmental Statement and Transport Assessment.



3. National Policy and Guidance

3.1 Introduction

The aim of this section is to focus on national planning policy and particularly policy that relates to sustainable development, waste, economic development and environmental impact. Other national policies in relation to renewable energy are addressed in the next section.

3.2 Planning Policy 1 Delivering Sustainable Development 2005

PPS 1 sets out the Government's commitment to the achievement of sustainable development. In particular, it sets out the overarching planning policies on the delivery of sustainable development through the planning system. These are the need to ensure social progress which recognises the needs of everyone; the effective protection of the environment; the prudent use of natural resources; and the maintenance of high and stable levels of economic growth and employment.

The policy document goes on to note that development plan policies should take account of environmental issues such as the management of waste in ways that protect the environment and human health, including producing less waste and using it as a resource wherever possible. It states that as part of the broad aim to deliver sustainable development, planning authorities should seek to bring forward sufficient land of suitable quality in appropriate locations to meet the provisions of essential infrastructure, including for sustainable waste management.

The proposals are entirely consistent with PPS1 and through the development of significant waste recovery capacity are consistent with the principles of sustainable waste management.

Planning and Climate Change, the Supplement to PPS1, sets out how planning should contribute to reducing emissions and stabilising climate change, whilst taking into account the unavoidable consequences. Tackling climate change is a key Government priority for the planning system. It sets out how applicants for planning permission should consider how well their proposals for development contribute to the Government's ambition of a low-carbon economy and how well adapted they are for the expected effects of climate change. In generating renewable energy from waste, the proposals are consistent with the Supplement and this element of the proposals is considered in more detail in the next section.

3.3 PPS10 Planning and Waste Management 2005

PPS 10 sets out the Government's planning policies to deliver sustainable waste management, i.e. moving the management of waste up the 'waste hierarchy' of reduction, re-use, recycling and composting, using waste as a source of energy, and only disposing waste as a last resort. The overall objective for waste policy is to protect human health and the environment by producing less waste and by using it as a resource wherever possible.



Through sustainable waste management, the Government seeks to break the link between economic growth and the environmental impact of waste. This means a step-change in the way waste is handled and the need for significant new investment in waste management facilities. The planning system is pivotal to this by providing sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time.

In searching for sites and areas suitable for new or enhanced waste management facilities, PPS10 states that waste planning authorities should consider opportunities for on-site management of waste where it arises and if this is not possible **a broad range of locations including industrial sites**. In identifying sites and areas for waste development or considering planning applications for sites which have either not been identified or are not located in an area identified in the development plan, waste planning authorities should:

“assess their suitability for development against each of the following criteria:

- *the extent to which they support the policies in PPS 10;*
- *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 economical 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; and*
- *give priority to the re-use of previously developed land, and redundant agricultural and forestry buildings and their curtilages.” (paragraph 21, PPS 10).*

The proposed Eco Park and its component parts would support the general policies in PPS10 through the provision of significant new waste recovery infrastructure in the form of recycling, anaerobic digestion and residual waste treatment through gasification and energy recovery. This would result in significant steps towards more sustainable waste management within Greater Manchester.

With regard to physical and environmental constraints, PPS10 states that in considering planning applications, planning authorities should consider the likely impact of the development on the local environment and on amenity including: protection of water resources, land instability, visual intrusion, nature conservation, historic environment and built heritage, traffic and access, air emissions including dust, odours, vermin and birds, noise and vibration, litter, and potential land use conflict. With regard to health, paragraph 30 states:

“Modern, appropriately located, well-run and well-regulated, waste management facilities, operated in line with current pollution control techniques and standards should pose little risk to human health. The detailed consideration of a waste management process and the implications, if any, for human health is the responsibility of the pollution control authorities. However, planning



operates in the public interest to ensure that the location of proposed development is acceptable and health can be material to such decisions”.

As demonstrated in the Environmental Statement, the site can be developed without causing significant impacts on the environment and/or on residential areas in proximity to the site. The assessment has looked at the cumulative impacts of both planning applications. The Transport Assessment has considered traffic routes to and from the site which are considered to be acceptable and traffic levels at peak times would be less than other forms of general industrial development.

Finally, the development of waste facilities on under-used employment land close to sources of arisings is consistent with PPS10. Salford City Council should give priority to bringing forward previously developed land and this is reflected in the identification of the site as a potential location for waste management facilities in the Council’s Preferred Options (November 2009).

3.4 **The National Waste Strategy for England 2007**

The National Waste Strategy for England 2007 (published in May 2007) has the status of a White Paper and outlines the Government’s objectives for waste management up to 2020. Key objectives of the strategy are to:

- 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;
- 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.

Most notably, the Strategy places significant emphasis on the use of waste as a resource from which benefit can be accrued. In this context the strategy notes that recovering energy from waste which cannot sensibly be re-used or recycled is an essential component of a well balanced energy policy, and most of our European competitors already pursue this vigorously (paragraph 17, chapter 5 of the National Waste Strategy). The strategy sets a target of an expected 20% reduction of commercial and industrial waste landfilled from 2004 levels by 2010. The Green Lane Eco Park proposals are consistent with the policies in the strategy.



3.5 Defra Statement on Commercial and Industrial Waste 2009

In October 2009 Defra published its *Statement of Aims and Actions for Commercial and industrial Waste in England*. This states that:

“A key part of our vision for commercial and industrial waste is to achieve a greater degree of convergence in policy between C&I waste and household waste. This is because in terms of carbon and other impacts it makes little difference whether the source of any given kind of waste is businesses or households. In the early part of the current decade, policy instruments to address municipal waste were much more strongly developed than for business waste: this was a consequence of the specific landfill diversion targets for biodegradable municipal waste set in the EU landfill directive.

More recent policy development, however, has focussed more strongly on measures which apply to both business and household waste. This applies in particular to the significant increases in landfill tax announced in successive Budgets. Incentives to invest in energy from waste plants from the system of renewable obligation certificates (ROCs) also apply to both kinds of waste. And if landfill bans are put into place, applying to both municipal and non-municipal waste, that will help achieve yet further convergence.”

Defra’s objectives for commercial and industrial waste are therefore the same as for household waste and other types of waste as outlined above in the context of the Waste Strategy 2007. They are to:

- Reduce the amount of waste that arises in the first place - by more sustainable design, production, purchasing and use as well as reuse of products and materials in the economy;
- Increase the proportion of the waste that does arise which is productively re-used, recycled or recovered;
- Reduce significantly the amount of waste that is sent to landfill or incinerated without recovering energy;
- Manage any remaining residual waste responsibly;
- Maximise the investment opportunities for business from commercial and industrial waste management.

Achieving this vision would enable businesses to save money, improve resource efficiency in the economy and reduce greenhouse gas emissions and other environmental impacts. The importance of developing new technologies is recognised. The document states that anaerobic digestion can make a positive contribution to climate change, renewable energy, waste management and wider environmental objectives. It goes on:

“We wish to see a much greater uptake of this technology by local authorities, businesses and farmers in a way that is both cost effective and beneficial to the environment. So for example, electricity from anaerobic digestion is eligible for ROCs (Renewable Obligation Certificates). On 1 April 2009 the Government introduced differentiated support levels for different



renewables technologies (known as “banding”). Anaerobic digestion is in the top banding at 2 ROCs/MWh. Fuel suppliers can also use biogas to meet their obligation under the Renewable Transport Fuel Obligation (RTFO).”

In promoting further recycling and waste recovery and in supporting the development of new technologies in the commercial and industrial waste sector, the policies are consistent with Defra’s policy.

3.6 PPS4 Planning for Sustainable Economic Growth 2009

PPS4 is relevant as its coverage includes development which achieves at least one of three objectives: providing employment, generating wealth and producing an economic output or product. The Green Lane proposals achieve all three through the generation of employment, the re-use of vacant employment land and the generation of energy. It states that *“Local planning authorities should adopt a positive and constructive approach towards planning applications for economic development. Planning applications that secure sustainable economic growth should be treated favourably”*.

It requires planning authorities to *“weigh market and other economic information alongside environmental and social information and take full account of any longer term benefits, as well as the costs, of development, such as job creation or improved productivity including any wider benefits to national, regional or local economies”*.

The Green Lane proposals have the potential to generate significant benefits to the local economy and to provide wider benefits associated with renewable energy generation. The planning determination needs to give weight to these benefits.

3.7 Other Relevant National Planning Policy

PPS 9 sets out the Government’s planning policies on the protection of biodiversity and geological conservation through the planning system. The objectives for the planning system are: to promote sustainable development through the conservation and enhancement of biological and geological diversity as an integral part of social, environmental and economic development; to conserve, enhance and restore the diversity of England’s wildlife and geology; and to contribute to rural renewal and urban renaissance by enhancing biodiversity in green spaces and among developments as well as ensuring that developments take account of the role and value of biodiversity in supporting economic diversification and contributing to a high quality environment.

PPS 9 sets out a policy hierarchy with regard to the protection of sites of biodiversity and geological conservation value, where internationally designated sites - Special Protection Areas (SPAs), Special Areas of Conservation (SACs), and Ramsar sites, and nationally designated sites - Sites of Special Scientific Interest (SSSIs), are afforded the highest degree of protection. A lesser degree of protection is afforded to sites of regional and local biodiversity and geological interest - Regionally Important Geological Sites (RIGSs), Local Nature Reserves (LNRs) and Local Wildlife Sites.



As set out in the Environmental Statement, there are no nationally or internationally designated sites in the vicinity of the site and the EIA has considered the effects on the ecological interest of the Bridgewater Canal. The adoption of standard mitigation measures will ensure that there will be no impacts on the Canal and the development proposals are considered to be in accordance with the provisions of PPS 9.

PPG 13 is concerned with the promotion of sustainable patterns of development, through joint consideration of transport, land use, economic development and the environment. PPG 13 sets out Government policy which will facilitate a safe, efficient, and integrated transport system to support a strong and prosperous economy and thus improve the quality of life. The policies are part of the Government's overall approach to addressing the needs of motorists, other road and public transport uses, and business by reducing congestion and pollution and achieving better access to development and facilities.

The Transport Assessment provides a suitable routing strategy for vehicles travelling to and from the site and the proposals are intended to provide local improvement in HGV routing, particularly to and from the Nasmyth Business Centre to the east consistent with the UDP.

PPS 23 is concerned with controlling and minimising pollution through the planning system as part of the Government's commitment to the principles of sustainable development. It states that it is essential for there to be close co-ordination between planning authorities, transport authorities and pollution control regulators to meet the common objective that where development takes place, it is sustainable. It is important therefore, that pollution issues are taken into account as appropriate in planning decisions, having regard to development plan documents and all material considerations. The generation of additional pollution from road traffic, the demand on natural resources and the discharges to the environment associated with any proposed development should also be considered.

In making development control decisions, which can have a significant effect on the environment both locally and in some cases over considerable distances, local authorities must be satisfied that planning permission can be granted on land use grounds taking full account of environmental impacts. It stresses that the planning and permitting regimes should not duplicate each other.

The environmental information and assessments in the Environmental Statement meet the requirements of PPS23. The facilities will require permits issued by the Environment Agency that will consider operational controls in more detail.

PPG 24 sets out the Government's guidance on how local authorities can use their planning powers to minimise the adverse impact of noise, without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens of business. It outlines some of the main considerations which local planning authorities should take into account in drawing up development plan policies and when determining planning applications for development which will either generate noise or be exposed to existing noise sources.

Paragraph 2 states that the impact of noise can be a material consideration in the determination of a planning application and that it is the task of the planning system to guide development to the most appropriate location.



Wherever practicable, noise sensitive developments should be separated from major sources of noise, such as roads, rail and air transport and certain types of industrial development. The paragraph also states that it is equally important that new development involving noisy activities should, if possible, be sited away from noise-sensitive land uses. Where it is not possible to achieve such a separation, appropriate control and/ or mitigation measures to reduce noise levels or the impact of noise should be considered by the local planning authority, through the use of conditions or planning obligations.

The detailed noise assessment set out in the Environmental Statement demonstrates that the combined noise levels of all of the proposed facilities on the site would meet the stringent noise standards that have been set by Salford Council.

PPS 25 sets out guidance on how flood risk issues should be addressed in development plans and in the consideration of planning applications. A Flood Risk and Drainage Strategy has been prepared that meets the requirements of policy.

3.8 Conclusions

The proposed Green Lane Eco Park is in conformity with national policy and particularly the following:

- PPS1 and the principles of sustainable development - the proposals would bring forward this vacant site for development for waste uses that would support sustainable waste management;
- PPS1 Supplement on Planning and Climate Change and PPS22 Planning and Renewable Energy as through both anaerobic digestion and the management of residual waste through gasification, the proposals will create value from local waste through the generation of energy;
- Sustainable waste management policy as set out in PPS10 and the National Waste Strategy - the proposals are in conformity with the key principles of national waste management policy including the need to move waste further up the waste hierarchy; the need to maximise landfill diversion; the need to maximise recycling and where this is not possible generate value from residual waste; and the need to locate waste facilities close to sources of arisings;
- The locational criteria set out in PPS10 which encourages modern waste infrastructure within industrial areas. This acknowledges the fact that modern built waste facilities are similar to other forms of general industrial development;
- PPS4 through the generation of employment and wider economic benefits associated with bringing forward the site for development.





4. National Renewable Energy Policy

4.1 Introduction

Section 3 has commented on the PPS1 supplement on climate change and this section takes this one step further by focusing on specific policies relating to renewable energy. The anaerobic digestion and gasification elements of the proposals will generate renewable energy (a total of 8-10 MW of electricity could be generated) and this is vital in maximising the value from the waste we produce. Obtaining energy from waste will help diversify our energy sources and will also support economic development and resource efficiency.

4.2 PPS 22 Planning and Renewable Energy 2009

PPS 22 confirms that the development of renewable energy will make a vital contribution to the aims of the national energy policy as set out in a 2003 White Paper. The White Paper committed to deliver 10% of UK electricity from renewable sources by 2010; and an aspiration for 20% by 2020. This was seen as putting the UK on a path to delivering CO₂ reductions of around 60% by 2050 (subsequently increased to 80% in the 2008 Climate Change Act).

PPS 22 states that positive planning which facilitates renewable energy developments can contribute to all four elements of the Government's strategy on sustainable development. It encourages a policy approach that promotes and encourages renewable energy developments rather than taking a restrictive approach to them. Also stressed is the need to take into account the much wider benefits that have to be weighed, both environmental and economic, as opposed to the more local environmental issues that have tended to dominate the renewable energy debate.

The following provides the key principles relevant to the Green Lane applications:

(i) Renewable energy developments should be capable of being accommodated throughout England in locations where the technology is viable and environmental, economic, and social impacts can be addressed satisfactorily.

(ii) Regional spatial strategies and local development documents should contain policies designed to promote and encourage, rather than restrict, the development of renewable energy resources. Regional planning bodies and local planning authorities should recognise the full range of renewable energy sources, their differing characteristics, locational requirements and the potential for exploiting them subject to appropriate environmental safeguards.

(iii) At the local level, planning authorities should set out the criteria that will be applied in assessing applications for planning permission for renewable energy projects. Planning policies that rule out or place constraints on the development of all, or specific types of, renewable energy technologies should not be included in regional spatial strategies or local development documents without sufficient reasoned justification. The Government may intervene in the plan



making process where it considers that the constraints being proposed by local authorities are too great or have been poorly justified.

(iv) The wider environmental and economic benefits of all proposals for renewable energy projects, whatever their scale, are material considerations that should be given significant weight in determining whether proposals should be granted planning permission.

(vii) Local planning authorities, regional stakeholders and Local Strategic Partnerships should foster community involvement in renewable energy projects³ and seek to promote knowledge of and greater acceptance by the public of prospective renewable energy developments that are appropriately located. Developers of renewable energy projects should engage in active consultation and discussion with local communities at an early stage in the planning process, and before any planning application is formally submitted.

(viii) Development proposals should demonstrate any environmental, economic and social benefits as well as how any environmental and social impacts have been minimised through careful consideration of location, scale, design and other measures.

The applications and supporting information address these points and there has been active engagement with the local community and other stakeholders in taking forward the project design as outlined in Section 2 and in the accompanying Statement of Consultation.

The PPS should be read in conjunction with other policies relevant to renewable energy that support the Green Lane proposals that are summarised below.

4.3 Meeting the Energy Challenge 2007

This Government White Paper reinforced the national need for renewable energy which was previously issued as Annex D in The Energy Challenge 2006. It explicitly recognised the need for planning authorities to consider priorities for diversifying our energy supplies and moving towards a low carbon economy. It stated:

'New renewable projects may not always appear to convey any particular local benefit, but they provide crucial national benefits. Individual renewable projects are part of a growing proportion of low carbon generation that provides benefits shared by all communities both through reduced emissions and more diverse supplies of energy, which helps the reliability of our supplies. This factor is a material consideration to which all participants in the planning system should give significant weight when they are considering renewable energy proposals. These wider benefits are not always immediately visible to the specific locality in which the project is sited. However, the benefits to society and the wider economy as a whole are significant and this must be reflected in the weight given to these considerations by decision makers in reaching their decision'.

It is critical that the planning authority does afford significant weight to the benefits of the proposals in generating energy from both the AD facility and the gasification plant.



4.4 Renewable Energy Strategy 2009

The Strategy recognises that the UK needs to radically increase its use of renewable energy in view of the need to address climate change and the growth in global demand for energy over the next few decades, and the depletion of our North Sea oil and gas resources. Turning to renewables will help the UK recover some of its energy self-sufficiency through ensuring that more of our imported energy comes from reliable sources. The strategy also recognises that a robust and thriving renewable energy sector can maximise both economic and employment opportunities. Consequently, the UK has now committed to sourcing 15% of its energy from renewable sources by 2020 - an increase in the share of renewables by almost a factor of seven from about 2.25% in 2008.

The potential role that energy from waste can play in meeting targets is recognised in the strategy. The strategy states that *Waste biomass is an under-used resource which could provide a significant contribution to our renewable energy targets and reduce the total amount of waste that is landfilled in the UK. We estimate that 6 million tonnes of waste wood and 9 million tonnes of waste food are currently landfilled each year. Strenuous efforts are being made to minimise this waste - for example by improving the way date labelling on food communicates information about food safety to consumers - but it is clear that a supply of waste food and wood will exist for the foreseeable future.* The strategy refers to a potential ban on the landfilling of certain materials which would increase the requirement for new waste treatment capacity.

The strategy states that currently 6 TWh of heat and power is generated from biomass municipal solid waste collected by Local Authorities and about 18 TWh from landfill gas. It states: *If all the food and wood waste sent to landfill were used for energy it would generate 42 TWh, or approximately 18% of our renewable energy target.* Particular encouragement is given to the treatment of more food waste using anaerobic digestion to produce biogas which is recognised as *a valuable methane-rich gas which can be used like natural gas to generate energy for electricity, heat and transport.* The process of gasification or pyrolysis is also recognised within the strategy as it produces a range of products including a gas that can be converted and used in a similar way to biogas. The strategy notes that this is often referred to as 'syngas' and, where the feedstock is biomass, this gas is renewable.

This provides support to the technologies proposed as part of the Green Lane Eco Park development.

4.5 UK Low Carbon Transition Plan: National Strategy for Climate and Energy 2009

Finally, this White Paper is relevant as it sets out the UK's first comprehensive low carbon transition plan to 2020. The plan states that the UK will deliver emission cuts of 18% on 2008 levels by 2020. A number of key steps in this process are outlined including producing around 30% of our electricity from renewables by 2020. This should be achieved through, *inter alia*, support for anaerobic digestion and putting even less of the waste we produce into landfills. It states that the Government will encourage greater production of bioenergy, particularly from combustion, which is supports the gasification element of the Green lane proposals.



4.6 Conclusions

The thrust of renewable energy policy is that the planning system should facilitate renewable energy developments and that planning authorities need to take into account the wider benefits of proposals in the determination of planning applications. Considerable progress is needed in the development of infrastructure with a view to meeting targets for renewable energy generation and energy from waste will play a vital role in diversifying our energy supplies. Further consideration is given to energy issues in addressing both regional and local planning policies in subsequent sections of this statement.



5. Regional Policy

5.1 Introduction

The Regional Spatial Strategy for the North West, the North West of England Plan, was issued in September 2008 and runs to 2021. A partial review was submitted in July 2009 but this is limited in its scope and does not concern topics relevant to the proposed development. This section provides a review focusing upon the waste and energy policies in particular.

The Government's intention is to abolish regional planning in its current form but for now the RSS remains part of the Development Plan and it is therefore addressed in this statement.

5.2 Waste Policies in the RSS

Policy EM10 of the RSS states that:

“plans, strategies, proposals and schemes should promote and require the provision of sustainable new waste management infrastructure, facilities and systems that contribute to the development of the North West by reducing harm to the environment (including reducing impacts on climate change), improving the efficiency of resources, stimulating investment and maximising economic opportunities”.

The proposed development contributes to sustainable waste management through the provision of emerging waste technologies that are being encouraged by Government. The site has the potential to be fully integrated managing the various components of the commercial and industrial waste sector: biodegradable wastes through the AD facility, recyclables through the MRF and residuals through the gasification facility. Both the AD and gasification facilities have the potential to generate upwards of 10 MW of electricity and this, coupled with moving waste management away from landfill, will help reduce the impact of climate change and bring forward investment in a derelict site to the benefit of the local economy. With regard to climate change the supporting information that accompanies this application includes a carbon assessment that details wider environmental benefits achieved through landfill diversion.

This approach is endorsed in **Policy EM11**, which states that:

Every effort should be made to minimise waste, maximise re-use, and maximise opportunities for the use of recycled material. Such residual waste as does arise should be managed at the highest practicable level in the Government's waste hierarchy. The following sequence of initiatives should be followed, and appropriate facilities provided:

- *first, waste minimisation; then*
- *maximise the re-use of waste for the same or a different purpose; then*



- *composting or recycling (for instance through streamed “kerbside” collections, “bring” banks, civic amenity sites, and centralised recycling facilities); then*
- *intermediate treatment of wastes that cannot readily be composted or recycled (through anaerobic digestion or mechanical biological treatment (MBT)); or*
- *treatment to deal with hazardous materials; then production of refuse derived fuels from waste; then*
- *recovery of energy from residual waste and refuse derived fuels (by a range of thermal treatments); and finally*
- *disposal of residual wastes by land-filling (or land-raising), including the recovery of energy from landfill gas where practicable.*

The proposals at Green Lane are directed towards elements of this hierarchy including recycling, intermediate treatment through anaerobic digestion, the production of refuse derived fuel and the recovery of energy by managing residual waste through thermal treatment. In doing so, the proposals will reduce the amount of waste being landfilled.

Policy EM 12 considers locational principles and states:

Waste planning and disposal authorities should provide for communities to take more responsibility for their own waste. The final residue, following treatment, of municipal, commercial and industrial waste should be disposed of in one of the nearest appropriate installations. Local authorities should ensure that waste management facilities are sited in such a way as to avoid the unnecessary carriage of waste over long distances. In considering the location of new waste management facilities, they should take account of the availability of transport infrastructure that will support the sustainable movement of waste, seeking when practicable to use rail or water transport. They should also take account of the environmental impact of the proposed development.

The Green Lane site is well located relative to the larger industrial and commercial parts of the Greater Manchester conurbation and would contribute to minimising overall traffic movements to facilities beyond the conurbation. The environmental impacts of the proposals are considered fully in the Environmental Statement.

The proposals are further consistent with **Policy EM13** which considers the provision of nationally, regionally and sub-regionally significant waste management facilities. It states that plans should provide for an appropriate type, size and mix of development opportunities to support, bring forward and safeguard sites for waste management facilities that will deliver the capacity to deal with the indicative volumes of non-hazardous commercial and industrial waste, hazardous waste and municipal waste in each sub-region. In considering sites “*account should be taken of the scope for co-location of complementary activities, such as resource recovery parks, to support the provision of adequate reprocessing and re-manufacturing capacity*”. With regard to commercial and industrial waste, “*primary reception, treatment and transfer facilities should be located near to the sources of arisings*”



The supporting text indicates that:

“The large urban areas, as the biggest producers of waste, are unlikely to meet planning and other requirements for the development of landfill facilities. They will need to provide opportunities for developing waste management treatments higher up the waste hierarchy. Largely urban WPAs with little or no opportunities for landfill should contribute to the overall strategy by accommodating more treatment capacity than otherwise might be planned for, where consistent with RSS and the Key Planning Objectives in PPS10”.

There are no opportunities to develop landfill disposal sites within the Salford area and therefore the focus will be on providing the types of recovery facilities included within the Green Lane Eco Park planning applications.

The applications are consistent with the policies in the RSS and positively contribute to the objectives of the strategy.

5.3 Renewable Energy Policies in the RSS

Policy EM17 of the RSS deals with renewable energy and states that in line with the North West Sustainable Energy Strategy, by 2010 at least 10% (rising to at least 15% by 2015 and at least 20% by 2020) of the electricity supplied within the Region should be provided from renewable energy sources. To achieve this new renewable energy capacity should be developed which will contribute towards the delivery of the indicative capacity targets. Plans and strategies should seek to promote and encourage, rather than restrict, the use of renewable energy resources and local planning authorities should give significant weight to the wider environmental, community and economic benefits of proposals.

The RSS provides assessment criteria that includes matters covered elsewhere in this statement and the accompanying documentation including impacts on amenity; visual impact; impact on nationally and internationally designated cultural heritage and biodiversity sites; potential benefits of the development to the local economy and the local community; accessibility; ability to make connections to the electricity distribution network; integration of the proposal with existing or new development where appropriate; proximity to the renewable fuel source where relevant; and integration of CHP.

The 2009 research *Renewable Energy Targets in Regional Spatial Strategies* reported on progress in developing renewable energy infrastructure and capacity and compared progress against regional targets. It found that the North West has to substantially increase capacity over the next few years if its targets are to be met.

5.4 Other Policies in the RSS

Policy DP1 Spatial Principles Policy of the RSS sets out the regional development principles which should be applied to all plans and strategies developed in the Region. These include promoting sustainable economic development, making the best use of existing resources and infrastructure, managing travel demand, promoting environmental quality and reducing emissions and adapting to climate change. Subsequent policies then detail each



of the principles - **Policy DP7**: Promote Environmental Quality together with **Policy DP9**: Reduce Emissions and Adapt to Climate Change are particularly relevant. The objectives of the Green Lane Eco Park proposals are consistent with the spatial principles in locating new and sustainable waste recovery facilities near to sources of arisings and minimising travel distances required to manage waste. Obtaining value from waste through energy generation will also positively contribute to climate change.

Policy DP7 details a range of environmental quality criteria including understanding and respecting the character and distinctiveness of places and landscapes; the protection and enhancement of the historic environment; promoting good quality design in new development; reclaiming derelict land and remediating contaminated land for end-uses to improve the image of the region and use land resources efficiently; maximising opportunities for the regeneration of derelict or dilapidated areas; assessing the potential impacts of managing traffic growth and mitigating the impacts of road traffic on air quality, noise and health; and maintaining and enhancing the quantity and quality of biodiversity and habitat. The Transport Assessment and Environmental Statement deal with the impacts of the proposals but it is important to stress that the proposals will also remediate a contaminated and under-used industrial site and contribute to regeneration in the area through site development and inward investment. This is consistent with the Policy DP7.

Policy DP9 states that plans and decisions need to urgently contribute to reductions in the Region's carbon dioxide emissions from all sources. Themes include reducing traffic growth, facilitating effective waste management and increasing renewable energy capacity. The proposals are entirely consistent with this policy (see also the supporting carbon assessment).

5.5 Conclusions

The development of the site for the facilities proposed is consistent the RSS and in particular the proposals are fully compliant with:

- The waste policies in the RSS comprising policies EM10, EM11, EM12 and EM13 and in particular the need to develop treatment facilities in large urban areas - as set out later in this statement, there is a need for waste infrastructure within Greater Manchester for managing commercial and industrial waste and the technologies being proposed are being encouraged by Government and have the potential to generate benefits in terms of renewable energy generation;
- The development principles of the RSS and particularly those associated with climate change and re-using derelict land;
- The renewable energy policies of the RSS;
- The environmental protection policies of the RSS and particularly Policy DP7.



6. Local Planning Policy

6.1 Introduction

The City of Salford UDP provides the local policies that cover the site. The 2004 Planning and Compulsory Purchase Act requires the Council to replace the UDP with new Development Plan Documents which are to form part of the Council's Local Development Framework. The Act automatically saved the UDP policies for a period of 3 years from adoption (i.e. until 21 June 2009). The City applied to and received consent from the Secretary of State to save many of the UDP policies beyond 21 June 2009. These policies will gradually be replaced as Development Plan Documents, including the emerging Greater Manchester JWDPD, are adopted.

This section focuses upon the policies in the UDP whilst emerging policy is considered in the next section.

6.2 Site Specific Policies in the UDP

In accordance with **Policy ST3** (which concerns ensuring appropriate employment land supply), **Policy E4** allocates part of the site for offices, light industry, general industry, storage and distribution. The site is identified as Nasmyth Business Centre, Eccles (1.8 ha) and is allocated as site E4/8 on the Proposals Map. The supporting text states that:

“This site comprises land to the rear of the business centre, with access off Lansdowne Road, which is also a residential street. The potential problems of loss of residential amenity caused by traffic generation might place limits on the nature and scale of employment development, unless an alternative access to Green Lane is provided through the business park”.

The proposals directly address the access issue by providing for an access onto Green Lane and by providing an estate road that can link Green Lane and the Nasmyth Business Centre which currently uses the Lansdowne Road access. This has the potential to generate significant local benefits.

Policy E5 guides development within employment areas and generally sets a presumption in favour of new and improved buildings for employment use. It states:

“Within established employment areas, planning permission will be granted for the following types of development where they are consistent with other relevant policies and proposals of the UDP:

- 1. the modernisation and refurbishment of existing buildings;*
- 2. the redevelopment of land and buildings for employment purposes;*
- 3. improvements to access, circulation, parking and servicing, particularly where this would foster sustainable transport choices;*



4. *the environmental improvement of the area including, where appropriate, the landscaping of vacant sites; and*
5. *improvements to property and personal security, where this is consistent with the need to maintain high standards of design.*

Planning permission will only be granted for the reuse or redevelopment of sites or buildings within an established employment area for non-employment uses where:

1. *the development would not compromise the operating conditions of other remaining employment uses; and*
2. *one or more of the following apply:*
 - *the developer can clearly demonstrate that there is no current or likely future demand for the site or building for employment purposes;*
 - *there is a strong environmental case for rationalising land uses or creating open space;*
 - *the development would contribute to the implementation of an approved regeneration strategy or plan for the area; or*
 - *the site is allocated for another use in the UDP.*

The proposals are entirely compatible with the employment proposals in the UDP. The City Council has produced a draft Supplementary Planning Document on Established Employment Areas which states (as **Policy EMP1**) that:

Employment uses are defined as those activities falling within use classes B1a (offices), B1b (research and development), B1c (light industry), B2 (general industry), and B8 (storage and distribution), together with sui generis uses of a similar nature that might normally be found within employment areas (for example car showrooms and related car storage areas, petrol filling stations and waste management facilities).

The proposals provide an opportunity to create beneficial effects from the generation of employment and the redevelopment of a currently vacant brownfield site, together with the wider economic gain created through the need for local products and services throughout both the construction and operational phases. Government policy is also clear in PPS10, that the development of waste facilities on general industrial sites is consistent with policy and authorities should consider general industrial land when allocating and releasing sites for waste development.

6.3 Waste Policies in the UDP

Saved policies include **Policy ST16** Sustainable Waste Management which states that development should:

“not prejudice movement up the waste hierarchy; treat waste as a resource wherever practicable; take advantage of opportunities for the on-site management of waste where practicable; take advantage of opportunities to co-locate facilities together with complementary activities; and reflect the needs of communities, businesses and waste disposal authorities”.



The proposals are consistent with this policy, particularly in the opportunity to co-locate complementary facilities on a site proximate to significant arisings of commercial and industrial wastes.

The policy goes on to state that:

“In determining applications for waste management development, regard will be had to the need to balance the objective of enabling communities to take more responsibility for their own waste, with the need to ensure that the individual and cumulative impacts of waste management facilities on the well-being of local communities are not unacceptable.”

The proposed developments would make a significant contribution to sustainable waste management within Salford and allow the City to manage and generate value from waste produced in the City and the wider area. The Environmental Statement sets out the findings of the EIA which clearly indicates that the site can be developed for the facilities proposed without causing unacceptable impacts on people or the environment.

Policy W1 states that:

Planning permission will be granted for development involving waste management unless it would:

- 1. be inconsistent with the principle of seeking to dispose of waste according to the sequence set out in the waste hierarchy (see Policy ST 16 ‘Sustainable Waste Management’);*
- 2. have an unacceptable impact on health, residential amenity or the amenity of other environmentally sensitive uses (such as schools, hospitals, nursing homes and similar institutions, or open space used frequently for recreational purposes), in terms of visual impact, noise, smell, vermin, dust, vibration, traffic, access arrangements, air pollution, hours of operation, or other nuisance;*
- 3. have an unacceptable impact or would cause unacceptable harm to, the water environment, water resources, surface or groundwater levels or flows;*
- 4. result in an unacceptable risk of flooding;*
- 5. have an unacceptable impact on the stability of surrounding land;*
- 6. have an unacceptable impact on the highway network, in terms of access, traffic generation, safety, or the free flow of traffic;*
- 7. have an unacceptable impact on public rights of way;*
- 8. have an unacceptable impact on the operational safety of Barton Aerodrome;*
- 9. have an unacceptable impact on the best and most versatile agricultural land or the viability of agricultural holdings;*
- 10. have an unacceptable impact on any listed building or its setting, ancient monument, or conservation area;*



- 11. have an unacceptable impact on sites or features of archaeological, ecological, geological, landscape or recreation value, or on protected species or their habitats;*
- 12. sterilise land with mineral deposits, if mineral extraction is considered to be a viable and appropriate use of the land; or*
- 13. not make satisfactory provision for screening and landscaping of the site whilst it is being used for waste management.*

With regard to point 1, it has been established that the proposals are consistent with sustainable waste management principles and the waste hierarchy. Points 2 and 3 are dealt with in the Environmental Statement which demonstrates that the environmental impacts of the development can be reduced to acceptable levels. Point 4 is dealt with in the Flood Risk Assessment and the proposals will not increase the risk of flooding. There would be no impacts associated with adjacent ground stability as covered by Point 5. Point 6 is addressed in the Transport Assessment which indicates that the proposed traffic can be accommodated on the network and proposes a routing strategy for lorries. It indicates that peak time traffic impacts would be lower than for other forms of development on the site. Point 7 deals with rights of way and there would be no direct impacts associated with the proposals. Points 8 and 9 are not relevant to the proposals whilst there would be no direct impact on designated cultural heritage features in accordance with Point 10. Any indirect impact on features is covered in the landscape and visual assessments in the Environmental Statement. There would also be no direct impacts on features set out in Point 11 and again indirect impacts on designations such as the Bridgewater Canal Site of Biological Interest are addressed in the Environmental Statement. Point 12 is not relevant to the proposals. Finally Point 13 is addressed through a proposed landscaping strategy as set out in the Design and Access Statement. The proposals provide for a landscaping strategy to soften the western edge of the development in particular.

6.4 Other Policies in the UDP

Policy ST5: Transport Networks, states that networks will be maintained and improved through a combination of measures, including a requirement, as part of development proposals, for highway improvement schemes and traffic measures to make adequate provision for the needs of the disabled, pedestrians and cyclists, and, wherever appropriate, maximise the use of public transport. **Policy A8** Impact of Development on the Highway Network, states that development will not be permitted where it would:

- 1. Have an unacceptable impact on highway safety or the ability of the Strategic Route Network to accommodate appropriate traffic flows by virtue of traffic generation, access, parking or servicing arrangements; or*
- 2. Cause an unacceptable restriction to the movement of high, wide, long or heavy vehicles along Abnormal Load Routes.*

The Transport Assessment has demonstrated that the overall impact of the proposed development on Canal Bank/ Green Lane will be less than a 4% increase in total traffic daily. The Transport Assessment includes a routing strategy for HGVs travelling to and from the site that is an established route for vehicles accessing this industrial



area. The proposals have the potential to generate local highway improvements by taking traffic away from Monton High Street and Lansdowne Road.

The UDP is also concerned with the Global Environment. **Policy ST14** states that major development proposals will be required to demonstrate how they will minimise greenhouse gas emissions. The proposals will make a positive contribution to climate change in the following ways: diverting waste from landfill; reducing the travel distances over which waste travels; and generating electricity from the waste that is managed through both anaerobic digestion and gasification.

Policy EN21 is concerned with renewable energy and states that:

“Planning permission will be granted for renewable energy development provided that the impact on environmental quality and amenity does not outweigh the benefits of the development’s potential contribution to reducing carbon dioxide emissions, diversifying the country’s energy supply, and meeting national targets for the production of renewable energy.”

The proposed anaerobic digestion and gasification facilities have the potential to generate around 10 MW of electricity which is significant and capable of providing the needs of over 15 000 homes. The proposals also have the potential to contribute to local energy provision through CHP and the development would be CHP enabled. The proposals are therefore also compliant with **Policy EN22** on resource conservation.

The nearest environment designation to the site is the Bridgewater Canal and policies in the UDP are concerned with the protection of its environmental and cultural interest. Policy **ST13** Natural Environmental Assets is concerned generally with protecting Salford’s natural environmental assets; while Policy **EN23** Environmental Improvement Corridors is also a general policy concerned with protecting the city’s major road, rail and water corridors in terms of environment and appearance.

Policy EN8 Nature Conservation Sites of Local Importance states that:

Development that would adversely affect the nature conservation value of a Site of Biological Importance, a Local Nature Reserve, or a priority habitat for Salford as identified in the Greater Manchester Biodiversity Action Plan, will only be permitted where:

- 1. the benefits of the development clearly outweigh the reduction in the nature conservation interest for which the site is protected or identified as a priority habitat;*
- 2. the detrimental impact on the nature conservation interest of the site has been minimised as far as is practicable; and*
- 3. appropriate mitigation is provided to ensure that the overall nature conservation interest of the area is not diminished.*

Where appropriate, conditions or planning obligations will be used to ensure the protection, enhancement and management of the nature conservation interest of these sites and habitats.



The Bridgewater Canal SBI runs to the west of the site and is one of 33 SBIs listed in the UDP. It is separated from the site by Green Lane. As such there will be no direct impacts on the Canal. However, mitigation measures will ensure that no indirect impacts as a result of changes in air or water quality will result from the development. The main indirect concerns would likely comprise dust during construction which can be controlled through standard mitigation measures to be included within a Dust Management Plan; and changes in water quality which can be controlled through the proposed drainage scheme with the result that water and run-off within the site will be controlled. The site is currently vacant, derelict and contaminated and so the proposals provide an opportunity to enhance the local environment rather than cause pollution to it.

Policy ST15: Historic Environment states that cultural heritage assets that contribute to the character of the city will be preserved and, wherever possible and appropriate, enhanced. The cultural heritage interest of the Bridgewater Canal is recognised. The proposals are however located on an industrial site within an industrial area through which the Canal passes. Comment on the emerging Bridgewater Canal Masterplan is made below.

Policy DES1 Respecting Context Development is concerned with the design of proposals and states the following:

“Development will be required to respond to its physical context, respect the positive character of the local area in which it is situated, and contribute towards local identity and distinctiveness. In assessing the extent to which any development complies with this policy, regard will be had to the following factors:

- 1. the impact on, and relationship to, the existing landscape and any notable landscape or environmental feature or species;*
- 2. the character, scale and pattern of streets and building plots, including plot size;*
- 3. the relationship to existing buildings and other features that contribute to townscape quality;*
- 4. the impact on, and quality of, views and vistas;*
- 5. the scale of the proposed development in relationship to its surroundings;*
- 6. the potential impact of the proposed development on the redevelopment of an adjacent site;*
- 7. the desirability of protecting an existing building line, or allowing discontinuities that would improve or enrich the existing townscape and public space;*
- 8. the street’s vertical and horizontal rhythms;*
- 9. the quality and durability of proposed materials and their appropriateness to both the location and the type of development; and*
- 10. the functional compatibility with adjoining land uses.*

Where there is no discernable or well-developed local character or distinctiveness, developments will be required to adopt high design standards that support the creation of a distinctive place, ensuring that this is appropriate to the nature, setting, culture and community of the local area.”



The site context is dominated by industrial development on the eastern and southern boundaries, Green Lane, the Bridgewater canal and further industrial development to the west and the M602 and its embankment to the north. It is not considered that the proposals would be out of context with the surrounding area. The design principles are dealt with in the Design and Access Statement. Following consultations on a draft masterplan, the layout was amended to switch the AD and MRF facilities. The design rationale centred on moving some of the larger structures associated with the AD facility away from the Green Lane/Bridgewater Canal boundary. The proposals also provide for landscaping that will soften this boundary.

Policy EN17 is concerned with pollution control and states that:

Development proposals that would be likely to cause or contribute towards a significant increase in pollution to the air (including dust pollution), water or soil, or by reason of noise, odour, artificial light or vibration, will not be permitted unless they include mitigation measures commensurate with the scale and impact of the development. Potential releases of pollution must be capable of being adequately regulated by the relevant pollution control authority under the pollution control framework.

When assessing such proposals, particular regard will be had to the proximity of the development and its effect upon environmentally sensitive uses, buildings, features, areas and considerations such as:

1. *housing;*
2. *schools, hospitals, nursing homes or similar institutions;*
3. *areas of open space used frequently for recreation purposes;*
4. *industrial processes and utilities infrastructure that require specific operating conditions;*
5. *the landscape;*
6. *the quality of soil, air, and ground and surface waters;*
7. *nature conservation;*
8. *agricultural land quality;*
9. *water supply; and*
10. *archaeological designations.*

Consideration will also be given to:

1. *the cumulative effect of pollution, having regard to the effects of existing sources of pollution; and*
2. *any balancing benefits of the development.*

In areas where existing levels of pollution exceed local or national standards, planning permission will be granted for environmentally sensitive developments only where the development incorporates adequate measures to ensure that there is no unacceptable risk or



nuisance to occupiers, and that they are provided with an appropriate and satisfactory level of amenity.

The Environmental Statement addresses the impacts of the proposals that have the potential to be significant, including detailed assessments of air quality and noise which have demonstrated that the proposed development can proceed within the guidelines prescribed by policy and legislation. The mitigation measures with regard to odours will minimise the risk of any nuisance on residential areas to the north and a lighting scheme will ensure that impacts beyond the site boundary are minimised.

Other policies of relevance to the proposals are summarised in Table 6.1:

Table 6.1 Other UDP Policies Relevant to the Applications

Policy Ref	Coverage	Commentary
DES2: Circulation and Movement	Of particular relevance from this policy is: design and layout of new development will be required to minimise conflicts between pedestrians, cyclists and other road users, for example by incorporating speed reduction measures and through the careful design of car parking areas.	Public access to the site will not be encouraged and adequate parking has been provided as part of the masterplan.
DES7: Amenity of Users and Neighbours	All new development, and alterations and extensions to existing buildings, will be required to provide potential users with a satisfactory level of amenity, in terms of space, sunlight, daylight, privacy, aspect, and layout. Development will not be permitted where it would have an unacceptable impact on the amenity of the occupiers or users of other developments.	The proposals will not impact on the amenity of adjacent users and the site layout is satisfactory for the uses proposed.
DES9: Landscaping	Developments will be required to incorporate appropriate hard and soft landscaping provision of high quality to compliment and mitigate effects of the development on the surrounding environments. Proposals must not cause obstruction, compromise health and safety, or detract from attractive built features.	A landscaping plan has been prepared and is common to both applications. In particular it addresses the site boundary along Green Lane. There would be no obstruction or health and safety issues associated with any built features.
DES10: Design and Crime	Development should be designed to discourage crime, anti-social behaviour and the fear of crime, and support personal and property security. Crime prevention measures should not be at the expense of the overall design quality.	The site is currently vacant and there were previous incidents of vandalism at the site that resulted in Sky Properties removing the remaining unusable buildings. The site would be secure with boundary fencing and security on site throughout operations which will be 24/7 insofar as processing at the gasification and anaerobic digestion facilities are concerned.
EN7: Nature Conservation Sites of National Importance	Development that would adversely impact Sites of Special Scientific Interest (SSSIs) will only be permitted where the benefits of the development outweigh impact on the designation. In such cases the detrimental impact should be minimised as far as practicable.	No national or international sites are located near to the site.
EN9: Wildlife Corridors	Development that would affect any land that functions as a wildlife corridor, or that provides an important link or stepping stone between habitats, will not be permitted where it would unacceptably impair the movement of flora and fauna.	The nearest site that could form part of a corridor is the Canal Bridgewater SBI and there will be no indirect impacts on the canal through changes in water quality, dust or other concerns.



Table 6.1 (continued) Other UDP Policies Relevant to the Applications

Policy Ref	Coverage	Commentary
EN12: Important Landscape Features	<p>Development that would have a detrimental impact on, or result in the loss of, any important landscape feature will not be permitted unless the applicant can clearly demonstrate that:</p> <ul style="list-style-type: none"> - the importance of the development plainly outweighs the nature conservation and amenity value of the landscape feature; and, - the design and layout of the development cannot reasonably make provision for the retention of the landscape feature. 	No important landscape features will be impacted by the development.
EN13: Protected Trees	Development that would result in the unacceptable loss of, or damage to, protected trees will not be permitted. Where the loss of trees is considered acceptable, adequate replacement provision will be required.	The site is more or less cleared for development with only a few trees remaining within the site on the north-eastern boundary. None of the trees are protected. The landscaping plan for the site shows new planting that will provide enhancement.
EN18: Protection of Water Resources	Development will not be permitted where it would have an unacceptable impact on surface or ground water in terms of its quality, level or flow.	No impacts on water quality or flows will result from the proposed development. There are no surface water features on site and any drainage will be contained and managed on-site. During construction any groundwater would be managed to minimise pollution risk.
EN19: Flood Risk and Surface Water	<p>Any application for development that is considered likely to be at risk of flooding, or to increase the risk of flooding elsewhere materially, will need to be accompanied by a formal flood risk assessment that should accurately assess the level of flood risk involved. Where appropriate, it should clearly identify the mitigation or other measures to be incorporated into the development or undertaken on other land which are designed to reduce that risk of flooding to an acceptable level.</p> <p>Development will not be permitted unless adequate provision is made for the discharge of foul and surface water associated with the proposal.</p>	In view of the extent of the site a flood and surface water drainage assessment has been carried out that concludes that the development will not increase flood risk. The proposals also provide a surface water drainage scheme based upon SuDs.
CH2: Development Affecting the Setting of a Listed Building	Planning permission will not be granted for development that would have an unacceptable impact on the setting of any listed building.	The nearest listed building is the Grade II Queens Arms (originally the Patricroft Tavern) to the south of the site. The setting of this and other listed buildings in the area will not be affected by the proposals.
CH5: Archaeology and Ancient Monuments	Planning permission will not be granted for development that would have an unacceptable impact on an ancient monument, or site or feature of archaeological importance, or its setting.	<p>The nearest scheduled monument is the Canal Tunnel Entrance and Wharf at Worsley approximately 2 km away.</p> <p>The cultural heritage assessment has identified all of the sites of archaeological interest within and near to the site and completed an assessment that has concluded that there will be no significant effects.</p>
CH6: Parks and Gardens of Historic Interest	Planning permission will not be granted for development that would have an unacceptable impact on the historic character or setting of any part of a historic park or garden defined on the proposals map.	No effects are predicted on historic parks and gardens.



Table 6.1 (continued) Other UDP Policies Relevant to the Applications

Policy Ref	Coverage	Commentary
CH8: Local List of Buildings, Structures and Features of Architectural, Archaeological or Historic Interest	The impact of development on any building, structure or feature that is identified on the council's local list of buildings, structures and features of architectural, archaeological or historic interest will be a material planning consideration.	The cultural heritage assessment has identified all of the sites of archaeological interest within and near to the site and completed an assessment that has concluded that there will be no significant effects.

6.5 Conclusions

The proposals are considered to be in conformity with the UDP and the following are of particular relevance:

- Policies ST16 and W1 of the UDP which deal with sustainable waste management and provide development control criteria. The proposals would move the management of waste further up the waste hierarchy and can be developed without causing significant environmental effects on people or the environment;
- UDP employment policies including policies EM4 and EM5 in that it proposes employment generating waste development which PPS10 directs towards underused employment land;
- UDP environment policies including EN17 on the control of pollution as demonstrated through the accompanying Environmental Statement;
- UDP policies on design and respecting the local character of areas as set out in DES1, as the proposals are within an industrial area and attention has been given to the Green Lane boundary;
- UDP nature conservation policies and the need to consider impacts on the Bridgewater Canal and the Canal SBI as set out in EN8 and as demonstrated through the Environmental Statement;
- UDP accessibility policies particularly A8 as demonstrated through the Transport Assessment noting particularly the small contribution the proposals will make to overall transport movements on Green Lane/ Canal bank. .



7. Emerging Planning Policy

7.1 Introduction

This section considers relevant emerging planning policy focusing particularly on the draft PPS on low carbon development and climate change and Salford's Local Development Framework.

7.2 National Policy

Draft PPS Planning for a Low Carbon Future in a Changing Climate

To reflect changing legislation and policy in energy and climate change a draft PPS was published this year. It covers many of the issues already considered in respect of renewable energy and low carbon development as set out in Section 4. It considers the implications of:

- The Climate Change Act 2008 which introduced a statutory target of reducing carbon emissions by 80 per cent below 1990 levels by 2050, with an interim target of 34% by 2020;
- EU Directive 2009/28/EC on the promotion of the use of energy from renewable sources, where the UK has committed to sourcing 15% of its energy from renewable sources by 2020;
- The Local Democracy, Economic Development and Construction Act 2009 which replaces the requirement for a regional spatial strategy and regional economic strategy with a regional strategy (RS) from April 2010. Climate change, along with economic development and housing, has been identified as a priority for the regional strategies²;
- The Energy Act 2008 which introduced powers for a Feed-In Tariff and the Renewable Heat Incentive aimed at driving an increase in renewable energy generating capacity, and which is likely to have an impact on planning.

The objectives for planning include securing radical cuts in greenhouse gas emissions through measures such as the use of decentralized energy, reducing the need to travel and the fullest possible use of sustainable transport; and also supporting the delivery of renewable and low carbon energy. Draft **Policy LCF 14**, Renewable and Low Carbon Energy Generation, is particularly relevant to the Green Lane applications and states:

Local planning authorities should ensure their development management does not prevent, delay or inhibit proposals for renewable and low carbon energy, and associated infrastructure, which could be permitted having regard to the objectives and policies in this PPS.

² As noted earlier in this statement, the new Coalition Government intends to remove the regional planning tier.



In determining planning applications for the development of renewable or low carbon energy, and associated infrastructure, local planning authorities should:

- i. expect applicants to have taken appropriate steps to mitigate any adverse impacts through careful consideration of location, scale, design and other measures, including through ensuring all reasonable steps have been taken, and will be taken, to minimise noise impacts;*
- ii. give significant weight to the wider environmental, social and economic benefits of renewable or low-carbon energy projects whatever their scale, recognising that small-scale projects provide a valuable contribution to cutting greenhouse gas emissions, and not reject planning applications simply because the level of output, or number of buildings supplied, is small;*
- iii. not require applicants for energy development to demonstrate the overall need for renewable or low-carbon energy;*
- iv. expect developers of decentralised energy to support the local planning approach for renewable and low-carbon energy set out in the local development framework and, if not, provide compelling reasons consistent with this PPS to justify the departure; but, otherwise, not question the energy justification for why a proposal for renewable and low carbon energy must be sited in a particular location;*
- v. not refuse planning permission for a renewable energy project because a renewable energy target set out in the RS has been reached; but where targets have not been reached this should carry significant weight in favour of proposals when determining planning applications;*
- vi. take great care to avoid stifling innovation, including by rejecting proposals for renewable energy solely because they are outside of a broad area identified in a RS for where substantial development of renewable energy is anticipated;*
- vii. where the proposed development is for a renewable energy technology included in the National Policy Statement for Renewable Energy Infrastructure, or associated infrastructure, expect applicants to follow the approach to assessment and apply themselves as far as practicable the approach to decision making and mitigation set out in National Policy Statements; and,*
- viii. recognise that when located in the Green Belt elements of many renewable energy projects will comprise inappropriate development, which may impact on the openness of the Green Belt. Careful consideration will therefore need to be given to the visual impact of projects, and developers will need to demonstrate very special circumstances that clearly outweigh any harm by reason of inappropriateness and any other harm if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources.*



7.3 The Local Development Framework

7.3.1 Introduction

The UDP will be replaced by the Local Development Framework, part of which will include the Great Manchester JWDPD but the remainder will include:

- A Core Strategy providing overarching policies for Salford to 2027. Issues and Options were published in 2008 with a Core Strategy published in draft in 2009;
- The Allocations Development Plan Document, for which work is expected to commence in 2010.

The draft Core Strategy sets out Salford's growth strategy with the development of a number of regionally significant developments that will increase commercial activity and waste generation. These include Media City in the Salford Quays area, an inter-modal freight exchange at Barton and more general development consistent with the RSS objectives in relation to Manchester's regional centre.

In draft **Policy E2** the Core Strategy considers existing employment areas and notes that waste development in employment areas will be acceptable provided that they would not have any significant adverse impact on the employment uses remaining. The proposed development of the Eco Park would be not impact on the wider industrial area and indeed would be complimentary to existing developments.

The strategy provides a general waste policy (**Policy WM1**) which states that the City will promote sustainable waste management and will make a contribution to the waste management needs of Greater Manchester. The proposed development represents a strategic waste management opportunity consistent with this policy.

7.3.2 The Local Development Framework Evidence Base

Section 6 of this statement addressed UDP policy and Policy E5 in respect of retained employment land which is directly relevant to the Green Lane site. As part of the evidence base for the emerging Development Plan Documents, the City Council has been reviewing both employment and housing land requirements. DTZ completed the employment land review in 2008 and was endorsed by Cabinet in 2009. The study comprised detailed appraisals of around 70 employment areas, which were categorised as investment, management, improvement or swing sites. The Council's position (as outlined in a July 2009 Cabinet Report) is that in terms of the future protection of the city's employment areas, those areas categorised as investment, management or improvement will require particularly strong justifications if changes of use towards non-employment uses are to be approved under the guidance of UDP Policy E5. In respect of the swing sites DTZ recommended further detailed analysis in order to determine whether or not they should continue to be protected for employment use or whether they should be released for other non-employment uses (in whole or in part).



DTZ identified 6 of the 23 swing areas as priorities for further investigation, including Nasmyth which incorporates the Green Lane site. The Council has taken an interim position on these sites which considers how they should be considered against the guidance in UDP Policy E5. Basically it is envisaged that in the short to medium term, there could be a release of a large part of the Great Universal Stores Employment Area (west of Green Lane) and also Holyoake Road, Seedley, Carlton Works and Simpson Grove should further vacancies become apparent.

With regard to the Nasmyth area, the following is an extract from the Cabinet Report:

Despite a large cleared area (former Mitchell Shackleton Works), which is surrounded on three sides by employment uses (the fourth being the M602), this large employment area supports a significant number of businesses and interest has recently been shown in the potential to locate alternative 'quasi-employment' uses such as waste within the area. There would therefore appear to be ongoing interest in the area, and a lack of current demand would therefore be difficult to demonstrate. Any gradual redevelopment would be likely to put pressure on any remaining occupiers.

DTZ's conclusions on the area (a priority for further review), and known interest for a change of use, lead us to conclude that the future of the area should be investigated further in order to understand fully the intentions of current land owners and occupiers. The employment area will therefore be looked at further through the Eccles master-plan.

This should be read in conjunction with the Strategic Housing Land Availability Assessment 2010-2025. This was updated in December 2009 by Officers. In summary the SHLAA concludes that Salford has a current five year supply of deliverable dwellings. The SHLAA also demonstrates that there is an excess of specific identifiable sites for the longer ten year period covering 2010 to 2020. It goes on to state that there is a minimal shortfall in relation to there being a 15 year supply of specific sites and that this is not considered to be significant as windfalls and broad locations for growth have not been included.

It is noted that through the Core Strategy process the City Council will need to identify sufficient housing land up to 2027. Therefore additional land will need to be identified for housing, either through a windfall allowance, broad locations for growth, an assumption regarding the amount of employment land for which there will be a demonstrable demand, or by overcoming constraints to the delivery of sites identified in the assessment as not being deliverable or developable. This could potentially require changes in planning policy.

The Green Lane site is considered in the SHLAA and is identified as **not deliverable or developable** for housing.

By contrast waste development at the Green Lane site is in policy terms acceptable and is a deliverable land-use.

7.3.3 Emerging Waste Planning Policy

The ten authorities comprising the Association of Greater Manchester Authorities (AGMA) are producing a JWDPD which will be used by the local authorities to inform decisions on planning applications for waste management facilities. The JWDPD will include detailed development control policies and will identify sites and



locations for a range of waste management facilities required up until 2020. The plan will form an integral part of each authority's Local Development Framework.

The production of the JWDPD is being led by Greater Manchester Geological Unit (GMGU), on behalf of the ten authorities. Public participation on issues and options began in May 2007, with the proposed date for adoption January 2012. The Preferred Options were published in November 2009 and the overall aim is to:

“ ... provide a sound spatial planning framework to deliver sustainable waste management in Greater Manchester consistent with national and regional planning policies and the Waste Strategy for England 2007. The purpose is to provide sufficient opportunities for new waste management facilities to come forward within Greater Manchester that are of the right type, in the right place and provided at the right time.”

The objectives are set out in Box 7.1.

Box 7.1 JWDPD Preferred Options: Objectives

Objective 1: To ensure that Greater Manchester's waste is dealt with in the most sustainable manner possible.

Objective 2: To promote the movement of waste up the waste hierarchy, seeking minimisation at source, increasing reuse, recycling and recovery, whilst recognising there may still be a need for additional landfill capacity for residual wastes.

Objective 3: To assist in reducing greenhouse gas emissions and assist in adaption/mitigation of climate change, including resource efficiency and minimising the need for energy in accordance with targets at national, regional and local level.

Objective 4: To ensure waste growth within the sub-region does not increase to the same degree as growth in economic activity i.e. to decouple waste growth from economic growth.

Objective 5: To provide a flexible approach for the delivery of the required waste management facilities, allowing emerging technologies to come forward.

Objective 6: To ensure appropriate protection of the quality of life of communities.

Objective 7: To protect the sub-region's natural environment, biodiversity, geodiversity, cultural and historic heritage.

Objective 8: To reduce waste movements and, where waste needs to be moved, to promote the sustainable movement of waste across the sub-region.

The proposed developments are entirely consistent with these draft objectives through the provision of sustainable waste infrastructure and emerging technologies capable of generating energy, in a suitable location and proximate to significant waste arisings.

The Preferred Options set out the need for waste facilities and identify a number of sites and areas that are potentially suitable for waste development. The Green Lane site and the area surrounding the site have been identified as both potential area and site specific allocations during the preparation of the JWDPD. The Mitchell Shackleton Site SL11, was identified as a preferred site option in the November 2009 report.



7.3.4 Other Planning Related Studies

There are other studies that will impact on land-use within the Monton area. The first of these is the Eccles West Study, which is expected to be completed by the end of 2010 and is looking at employment areas to the west of Eccles town centre. The baseline work for this is underway but nothing to date has been published by the Council.

The second is the Bridgewater Canal Study which is seeking to develop a masterplan for the canal corridor with objectives that include improving the environment, heritage and setting of the canal corridor, identifying areas of potential economic development and economic opportunity; and improving infrastructure and related facilities. The draft masterplan was published for consultation at the end of 2009 and identified the Green Lane site as having potential for redevelopment and notes the interest in waste development. It also notes the potential for a pedestrian bridge on the parcel of land owned by Sky Properties Limited to the southwest of the site. Sky Properties Limited would be prepared to transfer this land to Salford City Council through a S106 agreement should planning permission for waste facilities be approved on the Green Lane site. The applicant is also committed to undertake works on the site's western boundary that would soften this edge of the proposed development, whilst following consultations on a draft masterplan, some of the larger structures have been relocated to the eastern portion of the site.

7.4 Conclusions

The proposals are in conformity with the emerging planning policy in terms of:

- The draft PPS on low carbon development and climate change;
- The emerging Core Strategy;
- The emerging waste policies in the JWDPD – the site and area have been identified as having the potential to accommodate waste infrastructure including the technologies proposed in this statement.

There have been discussions around alternative land-uses that may be promoted for the Green Lane site and the City Council through the Core Strategy and associated DPDs is reviewing extant UDP policies including those relevant to the Green Lane site (Policy E5). The work to date has recognised that the Nasmyth employment area is important to the City and any non-employment uses developed on the site could impact on existing occupiers. It was noted in Section 1 that there are over 30 businesses employing around 700 people. The development of the Green Lane Eco Park would have a positive impact in sustaining this employment area.



8. Waste Management Requirements

8.1 Introduction

This section sets out the reasons why the proposed development is needed in the context of waste legislation and policy, waste arisings and capacity requirements. At the European level it provides a review of the requirements of the Waste Framework Directive, which is driving legislation and policy on waste management in the UK. Principles established at a UK level including those set out in the Waste Strategy have been reviewed in Section 3 and help provide the context for infrastructure developments that are required to move towards more sustainable waste management. The assessment of waste arisings draws on information in the public domain and demonstrates why the applications have the potential to provide critical waste infrastructure to meet management needs.

8.2 Waste Management Legislation and Policy

8.2.1 European Legislation

National waste planning policy (and legislation) is strongly driven by European Directives. The principal Directive is the EU Framework Directive on Waste, (Directive 2006/12/EC). It is important as it provides the context for waste requirements that are established in the Landfill Directive and elsewhere.

The Waste Framework Directive requires Member States to:

- Encourage waste prevention or reduction and encourage reuse and recovery of waste;
- Ensure that waste is recovered or disposed of without endangering human health and without using processes which could harm the environment;
- Prohibit the uncontrolled disposal of waste;
- Establish an integrated and adequate network of disposal installations taking account of the Best Available Technology, Not Involving Excessive Cost;
- Prepare waste management plans;
- Ensure that any establishment or undertaking carrying out waste disposal or recovery is appropriately licensed; and
- Ensure that the cost of disposal is borne by the waste holder in accordance with the polluter pays principle.



Article 4 of this Directive refers to the environmental effects of waste management and Table 8.1 below shows how these requirements have been addressed as part of the planning applications.

Table 8.1 Requirements of the Waste Framework Directive

Waste Framework Directive Requirement	Where They Are Addressed in the Planning Application and ES
Human health	Air Quality, Noise
Water	Hydrology and Hydrogeology
Air	Air Quality
Soil	Land Use
Plants and animal	Biodiversity, Air Quality
Noise	Noise
Odours	Air Quality
Countryside	Landscape, Visual, Biodiversity
Places of special interest	Landscape and Biodiversity

The Directive sets out the concept of a waste management hierarchy that permeates through all UK waste policy (including PPS10 as outlined in Section 3) and legislation. This framework indicates that:

- The most effective environmental solution will normally be to reduce the generation of waste;
- Where further reduction is not practicable, products and materials should be re-used, either for the same or a different purpose;
- Failing that, value should be recovered from waste through recycling, composting or energy recovery;
- If none of the above offers an appropriate solution, waste should be disposed of.

Proposals at Green Lane fully accord with the above framework, recovering value and energy from waste that cannot be re-used and so reducing the need for disposal. There are substantial quantities of commercial and industrial wastes arising in Greater Manchester and the surrounding areas that continue to be landfilled as demonstrated below.

In its 2008 revision, due to come into effect at the end of 2010, the Waste Framework Directive gives added emphasis to resource efficiency alongside the protection of the environment and human health as the basis for European waste policy. It also includes a five step waste hierarchy as a “priority order”: waste prevention, preparing for re-use, recycling, recovery including energy recovery, and disposal. The Green Lane proposals incorporate recycling and wider waste recovery of residual wastes and are consistent with this legislative framework.



8.2.2 Regional Waste Strategy

The NWRA (North West Regional Assembly) published the first Regional Waste Strategy in September 2004. The purpose of the strategy was to create a framework that supports local authorities, businesses, communities, families and individuals in the development of sustainable waste management systems.

To tackle the increasing regional waste problem and to achieve the overall aim of building more sustainable waste management systems across the area, the NWRA established a series of targets and actions. For commercial and industrial waste the strategy was to achieve and retain 0% growth in the amount of waste produced without compromising economic development; to recycle 35% of commercial and industrial waste by 2020; recover value from at least 70% of all commercial and industrial wastes by 2020; and provide sufficient treatment and landfill capacity for these waste streams up to 2020 - approximately 4 million cubic metres per annum (**Policy S9**). It further stated in **Policy S10** that facilities for the treatment of commercial and industrial wastes should be sited as close to the source of the waste as possible in order to satisfy the proximity principle and ensure that volumes of waste are not transported around the region or exported from it. It was recognised that this would require adequate facilities and **Policy S15** encouraged the development of new technologies including anaerobic digestion and gasification.

In February 2010, 4NW (the Leaders Board for the North West) updated the strategy and has the following vision:

To contribute to the sustainable development of the Northwest region by promoting and supporting waste management infrastructure, facilities and systems which reduce harm to the environment (including reducing impacts on climate change), improve the efficiency of resources, stimulate investment and maximise the economic opportunities in line with specific targets.

The objectives include the following:

Ensure that waste management infrastructure, facilities and systems are developed in accordance with the principles of sustainable development, the low carbon agenda and integrated waste management at the highest practicable level in the Government's waste hierarchy by:

- *Preventing waste;*
- *Maximising the re-use of waste products for the same or a different purpose;*
- *Increasing the proportion of recycling and composting of waste;*
- *Provision of treatment capacity for hazardous waste;*
- *Production of refuse derived fuels from waste;*
- *Recovering energy from residual waste and refuse derived fuels;*



- *Maintaining sufficient landfill capacity for the disposal of final residues following treatment and recovery including the recovery of energy from landfill gas where practicable;*
- *Maximise the opportunities for Northwest businesses arising from sustainable waste management, including the not-for-profit sector.*

Maximising the economic value obtained from the region's commercial and industrial and other waste streams is an important theme of the strategy, together with the development of new markets to exploit the economic value of waste as a resource, particularly in the context of its use as a fuel. It estimates that the region's waste could create value of around £2 billion per year, whilst the region is the second largest in terms of numbers employed within the waste sector. The North West waste industry accounts for about 24 000 employees. The strategy recognises that waste will be increasingly used as a fuel source in meeting the region's energy needs and that better management can contribute to reducing greenhouse gas emissions.

The strategy envisages that commercial waste would increase to almost 2 million tonnes and industrial waste would fall to 450 000 tonnes by 2025. It quotes the 2006 commercial and industrial waste survey which estimated that there is potential for an additional 600 000 tonnes of recyclable commercial and industrial waste in the region. In order to meet and exceed this target source separation for collection and recycling should be developed, with the aim of maximising the value of materials recovered from waste, and maximising carbon savings across a product or material's lifecycle. It goes on to state that the 2006 survey identified that less than one percent of commercial and industrial waste was used to generate energy. Therefore:

.... the targets require a significant increase in the recovery of energy from commercial and industrial waste. To achieve this there must be support through the delivery of development for energy from waste facilities.

The survey identified opportunities for recovery of energy from waste, which it stated were mainly concentrated in the commercial sectors. The survey found that within the industrial waste sectors, textiles, wood, paper and publishing appear to have the greatest potential to exploit opportunities for energy recovery.

With regard to the location of facilities it states that the broad areas of the Liverpool and Manchester City regions will have the highest concentrations of large scale waste infrastructure. It states that the development of clusters for waste infrastructure should be considered and the potential for integration of waste management facilities (including materials recovery facilities, energy from waste with combined heat and power and anaerobic digestion plants and material-specific reprocessing facilities) with residential and commercial development should be explored.

In terms of facility type it states that a combination of incentives and fiscal measures will mean that the development of alternative technologies, such as Mechanical and Biological Treatment, Gasification, Pyrolysis and Anaerobic Digestion will be encouraged.



The strategy provides a number of policy statements, the most relevant are set out below:

Policy Statement 7

The Strategy sets the following recycling/composting target for Commercial and Industrial Waste across the Northwest:

Recycle 55% of all commercial and industrial wastes by 2020.

Policy Statement 9

The region's target in respect of recovering value from commercial and industrial waste, including recycling, composting and energy recovery, is to:

Recover value from at least 70% of all commercial and industrial wastes by 2020.

Policy Statement 14

Facilities for the segregation of recyclable waste should be sited as close to the source of the waste as possible in order to satisfy locational and waste management principles in the Regional Spatial Strategy and ensure that volumes of waste are not unnecessarily transported around the region or exported from it.

Policy Statement 16

In order to meet existing and future reprocessing and recycling waste needs and to help support market development and demand, facilities for the reprocessing and recycling of waste must be developed to address the capacity gaps for reprocessing all waste streams.

Policy Statement 18

The Strategy supports the development of new waste treatment technologies to serve all waste streams. It is also recognised that presently, there are barriers to the development and implementation of these technologies, including financial issues and lack of proven success for local authorities to draw upon.

The proposed Green Lane Eco Park is entirely consistent with the broad thrust of the strategy and also the detail in terms of the targeted waste streams, the location of waste infrastructure within Greater Manchester and the technologies being proposed, that have the potential to provide both enhanced recycling but also energy recovery.

8.3 Regional Spatial Strategy

The RSS estimates that commercial and industrial and construction and demolition waste account for 80% of the total waste produced in the North West (around 19 million tonnes) of which about 7.8 million tonnes is sent to landfill. It states that much more of this waste could be diverted from landfill and be sent for reuse, recycling, composting or energy recovery. It goes on:

The available baseline data and information on waste management capacity and waste arisings and projected capacity requirements is inadequate to provide indicative projections of the gap between existing and planned capacity and medium and long term requirements. There will be a need to provide waste management capacity for commercial and industrial waste streams across



the region in particular for new recycling, processing and treatment capacity which will be increasing driven by legislative requirements and increasing costs of landfill disposal.

The RSS recognises that significant new capacity is needed and that requirements are likely to increase as landfill costs escalate. The Green Lane Eco Park proposals would divert a significant amount of commercial and industrial waste from landfill.

8.4 Waste Arisings and Management

8.4.1 Arisings in the North West

The North West RTAB has published a series of monitoring reports looking at waste arisings and management that have highlighted issues in the availability of data for commercial and industrial waste. The main data sources are the surveys carried out by the EA for 1998/99 and 2002/3. The RTAB in addition commissioned a regional survey to generate data for 2006. This is reported in the North West in the 2007 monitoring report.³

Historical surveys have estimated that commercial and industrial waste arisings in the North West total around 8 million tonnes. The 2009 NWRTAB 4th Annual Monitoring Report puts the estimate at 7.5 million tonnes. Urban Mines undertook a survey of commercial and industrial waste arisings on behalf of the North West RTAB - *Study to Fill Evidence Gaps for Commercial and Industrial Waste Streams in the North West of England (2007)*. The data obtained has enabled subsequent analysis in the 3rd and 4th RTAB annual monitoring reports. Results from the survey are further analysed in a report produced by Urban Mines on behalf of the Environment Agency *Commercial and Industrial Waste Data Analysis of the North West Region (December 2008)*.

The following review utilises these sources.

8.4.2 Targeted Waste Streams

Table 8.2 provides a summary of the waste streams that will feed into the various facilities proposed at the site and an estimate of their contribution to total waste arisings in the region.

³ 3rd Annual Monitoring Report - Working Towards Sustainable Waste Management in the North West, August 2007.

⁴ 4th Waste Management Monitoring Report, March 2009.



Table 8.2 Waste Types, Acceptability and Percentage of Total Waste Arisings in the North West of England⁵

Waste Group (and %)	Included Wastes	MRF	AD	Gasification
Chemical wastes (19%)	Solvents, acids/alkalis, used oil, catalysts, wastes from chemical preparation, residues and sludges	N	N	N
Healthcare (1%)	Healthcare wastes	N	N	N
Metallic wastes (10%)	Metallic wastes	Y	N	N
Non-metallic wastes (27%)	Glass, paper & card, rubber, plastic, wood, textiles	Y	Y	Y
Discarded equipment (1%)	End of life vehicles (ELV) , batteries, waste electronics (WEEE) other discarded equipment	N	N	N
Animal and vegetable wastes (6%)	Food and other animal and vegetable wastes	N	Y	Y
Mixed (ordinary) wastes (24%)	Undifferentiated wastes	Y	Y	Y
Common sludges (5%)	Sludges (common) and dredgings	N	N	N
Mineral wastes (7%)	Combustion residues, contaminated soils, solidified mineral wastes, other mineral wastes	N	N	N
Total available waste (%)		61	57	57

This puts the potential market for the targeted waste streams in the North West for recycling and recovery at around 5 million tonnes per annum.

8.4.3 Sub-regional Arisings

Greater Manchester generates the most commercial and industrial waste in the region at 2.7 million tonnes (2006/7), as reported in the JWDPD Needs Assessment Report.⁶ Whilst this is likely to be the main catchment for arisings, waste may also come from other areas particularly around Warrington. This opportunity is consistent with the 4NW 2008 report:

“At present for a merchant C&I site, transport costs set the typical transport distance for material at 25/30 mile radius for waste treatment processes. The industry feels that this should

⁵ Source: NWRTAB, *Study to fill Evidence Gaps for Commercial and Industrial Waste Streams in the North West Region of England*, 2007.

⁶ Joint Waste Development Plan Document for Greater Manchester – Needs Assessment Report, *Greater Manchester Geological Unit (GMGU)*, December 2007.



increase to 35/40 miles with next years additional landfill tax. At present however transport expansion with landfill tax has not taken place because of the increase price of fuel.”⁷

This increases total arisings in what may be considered to be the primary catchment to nearer 3 million tonnes of commercial and industrial waste. Of this, upwards of 2 million tonnes is of suitable quality and composition to be processed by the three technologies proposed as illustrated by Table 8.3 (note that figures are based on the total quantity of waste available for that type of technology, therefore some tonnages are repeated in all three technology columns).

Table 8.3 Potential Wastes Available for Waste Recycling and Recovery in the Primary Catchment Area⁸

Area	Total C&I Waste (Ktpa)	MRF (Ktpa)	AD (Ktpa)	Gasification (Ktpa)
Greater Manchester	2,700	1,650	1,540	1,540
Warrington	230	140	140	140
Total*	3,000	1,800	1,650	1,650

* All totals rounded.

8.4.4 Future Arisings

The 2009 RTAB monitoring report notes that the region has made progress towards reducing growth in commercial and industrial waste in line with the target for 0% annual growth, with a reduction of 2.5% from 2003 to 2006. However, whilst industrial waste had reduced by 14% since 2003, commercial had increased by 11% over the same period. As well as evidence of progress in waste management practices, this is consistent with the trend of reduced manufacturing and an increase in retail, wholesale and other services which now accounts for 40% of commercial and industrial waste arisings. This is significant given that the materials most likely to be available for energy recovery are more readily derived from the commercial sector.

So as the balance in arisings changes, so will there be an increased opportunity to recover more materials and divert more waste from landfill. The significant proposals being proposed for Salford in the emerging Core Strategy will also impact on levels of arisings and the need for facilities.

⁷ 4NW (North West Regional Leaders Forum), *Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities* (Oct 08).

⁸ Source: NWRTAB, *Study to fill Evidence Gaps for Commercial and Industrial Waste Streams in the North West Region of England*, 2007.



8.4.5 Management Capacity

The Environment Agency report found that 2 million tonnes of commercial and industrial waste in the North West region had the potential for energy recovery, on top of waste already recycled. The 2008 Environment Agency report stated:

“.....there are significant opportunities for additional recycling of up to about 2.5 million tonnes per annum. Assuming that no wastes currently recycled are diverted to energy recovery the data also shows that about 2 million tonnes of waste could be used for energy recovery.”

The report also presents figures for the Greater Manchester sub-region, where 316 000 tonnes are identified as recoverable and 500 000 tonnes are identified as possibly recoverable, leaving 816 000 tonnes of waste potentially recoverable on top of the 52% already recycled. Current outlets for commercial and industrial waste in Greater Manchester are illustrated in Table 8.4.

Table 8.4 Outlets for Commercial and Industrial Waste in Greater Manchester

	Landfill	Recycling	Incineration with Energy Recovery	Incineration Only	Composting	Other	Total
Food, drink and tobacco	27,680	88,012	2	1,673	14,455	27,800	159,620
Textiles/ wood/ paper/ publishing	38,445	205,292	2	0	163	28,537	272,439
Power & Utilities	954	2,754	3	0	0	15,044	18,755
Chemical/non-metallic minerals manufacturing	139,088	56,658	5,170	2,412	214	99,939	302,935
Metal manufacturing	6,171	180,031	2	141	0	4,775	191,120
Machinery & equipment -other manufacturing	60,057	91,847	174	114	0	24,198	176,390
Retail & wholesale	85,812	341,673	109	17,790	1,155	96,588	543,127
Other services	157,112	438,262	94	2,119	0	191,110	788,707
Public sector	137,083	16,041	2,411	35,654	0	31,280	222,469
Total	652,403	1,420,570	7,967	59,903	15,987	518,732	2,675,562

It is clear from the table that after recycling there is very limited further recovery of commercial and industrial waste (1% recovered energy from waste). In order to meet targets set out in the Regional Waste Strategy, Greater Manchester needs to recycle and recover value from a further 17% of commercial and industrial waste, or approximately 450 000 tonnes. Recycling levels for the region (47%) and Greater Manchester (52%) are already



well above the Regional Waste Strategy target of 35% by 2020, however, as landfill costs continue to escalate further markets for recycling will become available. There is also clearly significant scope for further recovery of energy from waste.

Planning permission has been granted for new energy from waste infrastructure in the North West region but the concentration of activity has been to the west and south west of Greater Manchester around north Cheshire and Merseyside. The Ineos Chlor proposal in Runcorn for example has capacity of up to 850 000 tonnes of waste per year but will manage household waste including waste from the Greater Manchester area. It will therefore not compete with the proposals at Green Lane. Further to the southwest, Peel has planning permission for a resource recovery park at Ince Marshes in north Cheshire which includes a 600 000 tonne refuse derived fuel plant (RDF). This is intended to manage RDF from Mechanical Biological Treatment (MBT) processes and is more proximate to the Cheshire and Merseyside areas. Planning permission allows the facility to manage both household and commercial and industrial waste. It is understood that Peel has now entered into an agreement with Covanta to develop the plant and that Covanta has recently had a 400 000 tonne incinerator proposal refused planning permission in Middlewich. Other capacity relevant to the Merseyside area includes the Bio-essence plant in Eastham on the Wirral and the ENERGOS permission in Knowsley. In Cheshire there is also a Bedminster bio-energy plant in Northwich with a proposed capacity of 150 000 tonnes. We are aware that Brunner Mond is proposing a large scale plant in Northwich but this is at an early stage in its planning process.

There remains limited operating capacity in Greater Manchester with only the smaller scale incinerator plant at Raikes Lane in Bolton operating.

8.4.6 Greater Manchester Waste Development Plan Document

The Preferred Options report, published in November 2009 for consultation, provides an overview of waste requirements based upon minimum requirements. This envisages the need for thermal treatment capacity for all waste streams in the region of 114 000 tonnes per annum and composting capacity in the region of 133 000 tonnes per annum. These minimum figures are low when compared to the potential availability of wastes for recovery and it is considered that more recovery is feasible with a view to minimising landfill further.

The needs assessment report that is informing the DPD has however just recently been updated which highlights the need for further energy recovery capacity.⁹ This indicates a fall in total commercial and industrial waste arising to around 2.5 million tonnes and slight increases in energy recovery (to 21 865 tonnes) and recycling (to 1.6 million tonnes) but a fall in composting (to 6647 tonnes). In addressing the need for facilities the following targets have been agreed by the Association of Greater Manchester Authorities for commercial and industrial waste:

⁹ JWDPD Needs Assessment - Updated March 2010, GMGU.



100% of the recyclable C&I waste going to landfill is recycled, 50% of the possibly recyclable C&I waste is recycled and the remaining 25% is used for energy recovery by 2015.

The assessment indicates that there has been a lack of progress in diverting waste from landfill to energy recovery and that considerable progress is needed to meet the targets. It states that the capacity gap will increase as follows:

- From 173 000 tonnes in 2009 to 291 000 tonnes in 2014;
- There is then step change in the capacity gap to 351 000 tonnes;
- After which the gap stabilises at around 352-354 000 tonnes to 2031.

This means that the need for energy recovery facilities increases from one to at least three based upon average capacities of between 75 000 tonnes and 120 000 tonnes.

The assessment shows an apparent surplus in recycling capacity but recognises that this considers recycling as a whole and not individual waste streams such as discarded equipment recycling, textile recycling or the recycling of mixed ordinary wastes. It states that “*materials specific capacity can be expected to be required for recycling*”. The outline application for the Green Lane site provides flexibility for operators to respond to specific needs locally.

8.5 Conclusions

This assessment of the requirement for waste facilities has demonstrated the following:

- European and national policy and legislation requires waste to be managed more sustainably and encourages waste recycling, composting and recovery and the Green Lane Eco Park proposals are consistent with these requirements. This is driven by the Waste Framework Directive and associated Directives including the Landfill Directive. The focus is on minimising the amount of biodegradable waste that is landfilled and obtaining value from the waste we produce whether through recycling, composting or energy recovery. The Green Lane proposals have the potential to divert up to 240 000 tonnes of waste from landfill;
- There is a focus on the commercial and industrial sectors and the need to develop new technologies such as anaerobic digestion and gasification to obtain value from the waste that is produced. Defra has recently highlighted the need to align policy on commercial and industrial waste with existing policies on municipal solid waste. So there is a real impetus to the need to develop modern infrastructure such as those proposed at Green Lane so that recovery targets can be met;
- There has been very little energy generation utilising commercial and industrial waste as a fuel and this is being encouraged particularly through Defra policy and policy set out in the Regional Waste Strategy. There is no significant capacity within Greater Manchester that seeks to obtain value from residual commercial and industrial waste. The Green Lane proposals provide an opportunity to recover energy from up to 140 000 tonnes of residual waste generating around 10 MW of electricity with the potential to operate as a CHP facility;



- There is an emphasis on maximising economic benefits through managing waste as a resource and recognising that the industry is an important employer in the region. The development will generate at least 77 jobs and bring forward a derelict site for development;
- Facilities are being directed towards the conurbations of Liverpool and Manchester in part to locate facilities close to sources of arisings and to maximise benefits including energy recovery – the Green Lane proposals are in conformity with this approach;
- There is an established need for the proposed developments that has been most recently set out in the supporting documents for the emerging JWDPD, which notes the need for 1-3 recovery facilities with capacities of between 75 000 and 120 000 tonnes per annum.



9. Site Selection

9.1 Introduction

This section considers the sites that could make a contribution to the waste management needs of Greater Manchester and the focus is on the work that has informed the JWDPD that has been addressed in Section 3. The preparation of the JWDPD has involved extensive site search work over several months that has led to the identification of preferred site options in November 2009. The work on the JWDPD has not sought to strictly align waste requirements with sites but instead to identify a number of sites that could be developed for waste uses subject to need and environmental assessment.

The site search work has recognised differences between the various waste management technologies and whether they are open air or enclosed facilities. With regard to the latter, the Issues and Options Report (October 2008) stated that *“most modern facilities are enclosed and often look indistinguishable from other industrial buildings. Strict conditions and regulations imposed on the waste management industry by regulators, such as the Environment Agency, mean that they meet very high standards, thus enabling them to be located with other industrial uses and are compatible with B2 (general industrial) and B8 (Warehouse and Storage) uses.”*

The site search work undertaken to inform the JWDPD has been completed in line with PPS 10, paragraphs 2.20 and 2.21, which state that authorities should consider: *“first, opportunities for on-site management of waste where it arises; and second a broad range of locations including industrial sites, looking for opportunities to co-locate facilities with complementary activities (for example, at a “resource recovery park”)”*. It has also considered the criteria within PPS10 which include the physical and environmental constraints on development, the cumulative effect of waste disposal facilities on the local community and the capacity of transport infrastructure to support the sustainable movement of waste and products from resource recovery. The criteria was also expanded to include the outcomes of stakeholder consultations.

9.2 The Site Selection Process

9.2.1 The General Approach

The approach adopted in identifying potential sites represents a standard methodology based around the use of inclusionary criteria to identify a long list of sites and areas; the application of criteria to produce a short-list of sites that were the subject of further consultation; and the identification of candidate sites and areas considered suitable for a range of waste technologies.

The long list of sites was developed using data from a variety of sources including:

- Brownfield/previously developed land;



- Derelict Land;
- Contaminated land;
- Existing UDP designations (employment land designations and other potentially appropriate land designations which may contain sites/ areas suitable for waste management facilities);
- Unallocated sites of more than 0.5 ha;
- National Land Use Database (NLUD) sites/ areas;
- Existing waste facilities (cumulative impacts to be considered);
- Sites brought forward by interested parties through a 'call for sites' exercise undertaken in August 2007.

Sites were then initially assessed against the following criteria and potentially excluded from further assessment:

- Site size - less than 0.5 hectare;
- Green Belt;
- Habitat and species designations (International, National & Local) - Special Areas of Conservation (SAC), Special Protection Areas (SPA), Sites of Special Scientific Interest (SSSI), Local Nature Reserves (LNR), National Parks, Ancient Woodlands;
- Major Aquifer;
- Scheduled Ancient Monuments;
- Listed Buildings;
- Conservation Areas;
- Groundwater Source Protection Zones;
- Sensitive receptors (human and land use (water) such as hospital, school);
- Accessibility (distance from rail, road, canal/ river);
- Historic Parks and Gardens;
- Grade 1 and 2 Agricultural Land;
- Flood plain;
- Existing UDP designations (e.g. housing or any other designation which eliminate the possibility of waste development).



More information was collated on the remaining sites in respect of:

- Air Quality Management Areas;
- Proximity to waste arisings (distance);
- Site size;
- Suitability of site for particular types of facility/ waste;
- Site access (highway safety);
- Adjacent land uses.

9.2.2 The Initial Outcomes

The September 2008 Sustainability Appraisal looked at 110 sites and at the Issues and Options Stage 67 areas and 42 sites were identified as being potentially suitable for waste development. It was indicated that the member authorities had to review the sites as part of their own internal consultations. In considering the outcomes of the consultations it was indicated that:

“The majority of respondents would prefer a small number of strategic sites/areas for large scale waste management facilities or integrated groups of facilities (resources parks), or a mix of sites/areas for both large and small facilities. Reasons given for this include the benefit to industry that a flexible range of sites/areas brings. The Sustainability Appraisal of the Stage One Issues and Options Report indicated that the option to bring forward a mix of both large and small facilities offers the greatest benefits in terms of sustainability. It is also important to remember that large facilities might also include the idea of 'eco-parks' where a number of facilities are co-located in one area”.

The Green Lane site was initially identified as part of a wider site, referred to as SL4 Nasmyth and Lyntown Industrial Estate with a range of potential uses that comprised Open Waste Facilities, Material Recovery Facility, Mechanical Heat Treatment, Mechanical Biological Treatment, Anaerobic Digestion and In-Vessel Composting. It had a sustainability appraisal grading of 'B'. There appear to have been no objections or representations to suggest that the site was not suitable. Sky Properties Limited (initially through Chester Developments) highlighted the fact that it was interested in promoting the smaller portion of land comprising the Green Lane site for inclusion within the plan which led to the identification of site SL11 Mitchell Shackleton.

The approach to site promotion and the proposals set out in the planning applications is consistent with the eco-park concept as endorsed through consultations on the JWDPD.



9.2.3 Preferred Options

In early September 2009, the full list of sites and areas was reviewed accounting for any changes in circumstances relating to each site, such as recent planning permissions and Core Strategy development, in addition to considering how the site performed in relation to the spatial options and the sustainability appraisal carried out on each site. This review resulted in the removal of a number of sites from further consideration.

Policy Direction 2 provides the listing of potential allocations for waste management. This includes the Green Lane site, SL11 Mitchell Shackleton, as a preferred site for:

- Conventional Thermal Treatment;
- Advanced Thermal Treatment (this covers the gasification technology proposed);
- Material Recovery Facility;
- Mechanical Heat Treatment;
- Mechanical Biological Treatment;
- Anaerobic Digestion;
- In-Vessel Composting.

The Sustainability Appraisal provides the site with a 'B' rating which is defined as:

“Sites identified as Band B are recognised as having several issues which if the site were to be developed for a waste management facility, would require mitigation. However, Band B sites are generally suitable for waste management if these issues can be addressed”.

The assessment of the site states:

“There are some amenity issues facing the site such as the close proximity of residential development, the Bridgewater Canal which means that the site is not suitable for external facilities. Access issues have been raised as problematical by the local planning authority. However, the size of the site means that there is potential for the location of enclosed facilities, subject to the amenity considerations mentioned above.”

These constraints have been considered as part of the project design and dealt with in detail in the Environmental and Transport Statements. Any effects of the proposed development can be mitigated to acceptable levels. Indeed it is considered that, in relation to transportation, there is the potential for positive benefits for users of the local road network. No external facilities are proposed as part of the development.

With regard to other sites identified, none received a Band A rating. Two sites are identified in Salford with only the Green Lane site being identified for a broader range of facilities. There are therefore no alternatives identified within the City. Other potential sites (6 for similar uses with a Grade B rating) have been identified elsewhere



within Greater Manchester, including sites in Trafford Park. The extent of commitment to bringing these sites forward for waste development is not indicated. The Green Lane site is deliverable and has a technology provider that is committed to the proposals.

9.3 Performance of the Site and Area

To reinforce the performance of the site against the criteria addressed by Officers, Table 9.1 provides a summary of our assessment using information obtained from the Environmental Statement that accompanies the applications.

Table 9.1 Assessment Against the JWDPD Site Selection Criteria

Site Selection Criteria	Assessment
Site Size	The masterplan demonstrates that the site can be developed for a range of facilities.
Green Belt	n/a
Habitats and Species Designations	There is none within the site or the immediate industrial estate. The assessment of biodiversity at the site confirmed that there are five Sites of Biological Importance (SBIs) and one Local Nature Reserve (LNR) within 2 km of the proposed development. The nearest of these is the Bridgewater Canal SBI immediately to the west of the site. The nearest Site of Special Scientific Interest (SSSI) is ~6.5 km to the west, and is associated with the Manchester Mosses Special Area of Conservation (SAC). There would be no impacts on these sites.
Major Aquifer	The southern half of the site is identified as a Major Aquifer (highly permeable), whilst the northern half of the site is classified as Non-Aquifer (Negligibly permeable). However the history of industrial development in the area would mean that any further development within the industrial area would not have a significant impact.
Scheduled Ancient Monuments	There is none within the site or the immediate industrial estate. The nearest scheduled monument is the Canal Tunnel Entrance and Wharf at Worsley approximately 2 km from the proposed development site. There would be no impacts on this designation.
Listed Buildings	There is none within the site or the immediate industrial estate. There are six listed buildings within 500 m of the proposed development, the nearest being the Grade II Queens Arms (originally the Patricroft Tavern).
Conservation Areas	There is none within the site or the immediate industrial estate. The landscape/townscape assessment in the EIA has considered local designations comprising Monton Green Conservation Area (CA); Ellesmere Park CA; Barton-upon-Irwell CA; and Worsley Greenway. The assessment indicates that intervening built form coupled with vegetation limits outward views to the site from the CAs at Ellesmere Park and Barton-upon-Irwell. In terms of Monton Green CA and Worsley Greenway, views of the proposed development would be limited towards the site (which would be sporadic and predominantly restricted to the upper portion of the stack in each case). Effects on these designations would not be significant.
Groundwater Protection Zones	The site is not located within a groundwater source protection zone. The nearest groundwater abstraction that is used for human consumption is over 1.5 km away from the site. The only surface water abstractions within a 1.5 km radius are used for non-consumptive purposes.
Sensitive Receptors	The site is located within an industrial area. The main residential area is to the north separated by the M602 motorway and its embankment. This reduces noise and visual impact particularly, whilst other effects can be mitigated as demonstrated in the ES.
Accessibility	Access would be by road and through a routing strategy as set out in the TA and elsewhere in this statement. Impacts are not considered to be significant.



Table 9.1 (continued) Assessment Against the JWDPD Site Selection Criteria

Site Selection Criteria	Assessment
Historic Parks and Gardens	There is none within the site, the immediate industrial estate or the surrounding area.
Grades 1 and 2 Agricultural Land	n/a
Floodplain	The site does not lie within an area of potential risk from river flooding.
Existing UDP Designations	The site includes allocated and retained employment land that is in conformity with waste development.
Air Quality Management Areas	Salford CC has declared one Air Quality Management Area (AQMA): an area encompassing the motorways and some of the main roads passing through the city of Salford. The AQMA is declared for NO ₂ only. Lying adjacent to the M602, and in close proximity to the M60, the site and industrial area are on the edge of the AQMA. The assessment for the proposed development has found no significant effects as a result of changes in air quality.
Proximity to Waste Arisings	The area and site are located within the urban area and near to significant arisings of commercial and industrial waste.
Suitability for Waste Uses	The site is located on industrial land and is suitable for waste uses as demonstrated through the EIA.
Site Access	The site can access Green Lane in accordance with Highway Authority standards. Further detail is provided in the TA.
Adjacent Land Uses	The site is located within an industrial area with industrial uses to the east and south. To the immediate north is the M602 and Green lane and the Bridgwater Canal are to the west.

9.4 Conclusions

The Green Lane site has been through a robust site selection exercise undertaken as part of the preparation of the JWDPD. It is one of few sites identified as capable of being developed as a site integrating recycling, anaerobic digestion and thermal treatment. It has the potential therefore to be developed as an Eco-Park in line with the sustainability appraisal of the emerging options for built waste facilities.

The site profile in the Preferred Options report identifies the need to address transport, amenity and ecological issues that are considered within the environmental and transport assessments that accompany the planning applications. Nevertheless the Sustainability Appraisal identified Green Lane as a Band B site whereby waste development is acceptable in principle subject to dealing with these specific environmental issues.

The Green Lane site is deliverable and Sky Properties Limited and ENERGOS are committed to bringing the site forward as an integrated waste management site.



10. Planning Conditions and Heads of Terms

10.1 Introduction

The applicants recognise that waste proposals can raise a range of issues that need to be addressed through appropriate planning conditions. The power of the Local Planning Authority to impose conditions when granting planning permission is very wide. Conditions can enhance the quality of development, but, as Circular 11/95 explains, the objectives of planning are best served when they are clearly seen to be “*fair, reasonable and practicable*”. The applicants have been pro-active in considering both the potential scope of conditions and any Heads of Terms for those matters appropriately dealt with through legal agreements.

This section also sets out the requirement for Environmental Permits for the facilities which is regulated by the Environment Agency. Permits are required before any facility can operate.

10.2 Potential Conditions

10.2.1 Approvals and Commencement of Development

- It would be appropriate for the Council to provide for an extended period for development of 5 years or 2 years from the date of the last approval of reserved matters;
- Applications for reserved matters should be made within 5 years of the date of any permission;
- The application for the ENERGOS facility should be implemented in accordance with the plans provided;
- The outline consent should indicate that development should be carried out in accordance with the parameters provided.

10.2.2 Construction

- Construction activity to be within specified times;
- Requirement for a Construction Environmental Management Plan to include provisions for transport, noise and dust;
- Requirement for specified locations for loading and unloading, materials storage and wheelwash;
- Complete further site investigations prior to construction;



- Submission and approval of landscaping scheme – should both applications be approved then there would be an opportunity to provide a bunded landscaped area on part of the western edge of the development, along Green Lane;
- Submission and approval of drainage strategy.

10.2.3 Access, Parking and Waste Deliveries

- Provision of site access;
- Details of the proposed site estate road;
- Restriction on waste deliveries to the times proposed;
- Approval of signage strategy;
- Details of parking and related provisions.

10.2.4 Waste Types and Storage

- Wastes to be restricted to non-hazardous waste;
- No outdoor storage of waste.

10.2.5 Site Operations

- Specification of noise limits at receptors to be included within a noise management plan;
- Submission and approval of lighting strategy;
- Management and containment of surface water run-off.

10.3 Possible Heads of Terms

The following matters are more appropriately dealt with through legal agreements:

10.3.1 HGV Routing

- Written instructions to follow the HGV routes to be issued to all drivers of HGVs used for delivery and removal of waste and residues;



- A condition to be included in contracts with all regular HGV delivery or collection drivers or Hauliers that they shall follow the HGV route at all times when accessing or egressing the site which shall provide for a mechanism to enforce compliance with the HGV route;
- Written instructions to adhere to any prohibited routes issued to all drivers of HGVs used for delivery and removal of waste and residues;
- A condition is included in contracts with all regular HGV drivers that they shall adhere to the prohibited routes at all times and have a mechanism to enforce this;
- Operators to set up and publicise a telephone number that may be used by anybody wishing to report an alleged infringement of the agreed HGV route by delivery or collection drivers or hauliers accessing or egressing the site;
- Submission of a scheme to the Council for approval on monitoring compliance with the terms of the undertaking.

10.3.2 Highway Improvements

- Provision of improvements at the Canal Bank/Parrin Lane/Monton Green Roundabout - an issue raised during the public consultation process.

10.3.3 Community Liaison Group

- Facilitation of a Community Liaison Group throughout site construction and operations to include provision of premises for meetings and secretarial support.

10.3.4 Other Land in the Applicant's Control

- Sky Properties Limited owns a small portion of land opposite the site entrance and adjacent to the canal. The company would be prepared to transfer this land to the Council should it form part of the strategy for the regeneration of the Bridgewater Canal.

10.4 Environmental Permitting

Environmental Permits will be required from the Environment Agency that will control the operation of the processes developed at the site. The basic purpose of the permitting regime is to introduce a more integrated approach to controlling pollution from industrial sources. It aims to achieve a high level of protection of the environment taken as a whole by, in particular, preventing or, where that is not practicable, reducing emissions into the air, water and land. The main way of doing that is by determining and enforcing permit conditions based on Best Available Technology (BAT). The permits for the Green Lane facilities will detail controls and limits for all aspects of the waste treatment processes.



Environmental Permits are issued under the Environmental Permitting (England and Wales) Regulations 2010 (EPR). The Environmental Permit for the gasification plant will require that the plant is designed, operated and maintained in accordance with two fundamental pieces of European Legislation: the Waste incineration Directive (WID) and the Integrated Pollution Prevention and Control (IPPC) Directive.

The Environmental Permit will contain conditions relating to four main subjects:

- Management;
- Operations;
- Emissions and Monitoring; and
- Information.

The section on management will require the operator to have an appropriate management system in place and implemented. This will ensure that all potential risks posed to the environment have been identified and that all reasonable actions are taken by the operator to minimise those risks. A formal Environmental Management System (EMS) i.e. ISO 14001 or EMAS, is likely to be required for the gasification facility.

The section on operations will detail the activities which are permitted to be carried out on site. This section will cross-reference to selected documents that were supplied with the Environmental Permit application, for example, the plant specification, process description and management plans or procedures. The facilities will have to operate in accordance with these documents which will have to meet the requirements of BAT.

The section on emissions and monitoring will contain emission limits and monitoring requirements for any point source emissions to air, water and land. Of particular importance to the gasification facility will be the emission limits to air, which will be based on the emission standards identified in the WID.

The final section of the Environmental Permit will require the operator to retain certain records (for 6 years) to ensure that there will be sufficient information for proper monitoring of the operations.

10.5 Conclusions

The combination of planning conditions, legal agreements and the need for Environmental Permits will ensure that any facilities developed at the Green Lane Eco Park will not generate significant environment effects on people or the environment. The regulatory requirements are extensive and will be properly implemented in accordance with legislation and best practice.



11. Conclusions

11.1 Key Issues

This statement has been prepared in support of two planning applications for the development of the former Mitchell Shackleton site in Eccles as a strategic waste facility - the Green Lane Eco Park. The proposals comprise the development of gasification, anaerobic digestion and recycling facilities with the capacity to manage around 240 000 tonnes of waste per annum. The proposed developments are aimed at contributing to sustainable waste management and the generation of renewable energy and target the commercial and industrial waste sector.

The applications comprise gasification and anaerobic digestion, together with conventional recycling technologies, designed to further reduce the amount of waste that is landfilled and to recover value from the waste we produce in the form of recycle and energy. The technologies proposed are being encouraged by Government in order to meet targets for waste recovery and renewable energy. Defra has recognised that whilst progress is being made in the development of new infrastructure for household waste, progress in the commercial and industrial sector has been slow.

The following issues are at the heart of determining the planning applications for the proposed developments:

- The principle of developing the site for the land-uses proposed;
- Conformity with the Development Plan;
- The extent to which the environmental impacts of the proposals are considered to be acceptable;
- The extent to which the transport impacts are considered to be acceptable;
- The benefits that may be generated by the proposals.

11.2 The Principle of Waste Development

Greater Manchester produces around 2.7 million tonnes of commercial and industrial waste every year. The combined capacity of the facilities would divert around 240 000 tonnes from landfill. Emerging waste planning policy in Greater Manchester is seeking to address the need for further recovery capacity and the Green Lane site is identified as a preferred site option in the November 2009 Preferred Options report.

Other uses have been proposed on the site and in 2007 a housing project was dismissed at appeal. It was considered desirable by the Secretary of State to retain the site for employment uses and PPS10 is clear that vacant industrial land can be considered for waste development. The land has been considered by the City Council to be of marginal viability from a general employment land perspective so bringing the site forward for waste uses with the capacity to generate energy is an appropriate site development strategy.



The technologies proposed and, in particular, the anaerobic digestion and gasification elements, are emerging technologies that are being encouraged by Government.

11.3 Conformity with the Development Plan

Part of the site is allocated as employment land in the UDP and the remainder is existing employment land. The Council considers waste development to be appropriate development in established employment areas. Developing waste uses is considered to be in conformity with this spatial element of the Development Plan. The proposals are also considered to be in conformity with strategic Policy ST16 of the UDP which seeks more sustainable waste management in accordance with the waste hierarchy and Policy W1 which provides development control criteria for waste management facilities. There would be no impacts on the adjacent SBI which runs along the Bridgewater Canal and there would therefore be no conflict with UDP Policy EN8.

Sustainable waste management principles are clearly set out in the RSS which states that communities should take more responsibility for managing their own waste and facilities should be located in such a way as to avoid the unnecessary carriage of waste over long distances. The proposals are located within the Greater Manchester conurbation and are therefore in conformity with the RSS.

11.4 Environmental Impact

The application is accompanied by an Environmental Statement that sets out the findings of a comprehensive EIA for the proposed developments. The site is in an industrial setting, bound to the east and south by the wider Nasmyth industrial area and to the west by Green Lane and the Bridgewater Canal. To the immediate north is the M602 which plays an important role in providing the noise and air quality baseline.

The Environmental Statement provides information on effects particularly on the residential area of Monton, just beyond the M602. Through the community liaison key concerns have emerged that are fully addressed including air quality impacts (emissions and odours particularly), noise and visual impacts. Mitigation measures are provided that would ensure that the site can operate within the boundaries provided by policy and legislation.

11.5 Transport

Concerns surrounding the transport impacts of the proposals were raised during community consultation, particularly for those people living in Monton and along the proposed route for HGVs. A Transport Assessment accompanies the planning applications and sets out the conclusions of an assessment of transport impacts and opportunities and concludes that with a routing strategy in place the highway network can accommodate the lorry movements proposed. Indeed, the opportunity to link Green Lane with the Nasmyth Business Centre could provide significant benefits by diverting lorries and other traffic away from Lansdowne Road and Monton Road.



The Transport Assessment tests the proposals against employment and other land-uses and demonstrates that waste development will generate less vehicles at peak time and there will be no unacceptable traffic impacts.

11.6 The Benefits of the Proposals

As well as the points raised above, the proposed development has the potential to generate at least 77 jobs through direct and indirect employment and to bring forward a vacant site for development. The proposals would also generate significant inward investment in this important employment area. Provision could also be made to include educational facilities associated with a visitors centre as part of the development.

The proposals would comprise modern waste infrastructure that is capable of generating up to 10 MW of electricity, thus reducing the reliance on traditional fossil fuels and supporting the Government's climate change agenda. This is equivalent to the requirements of around 15 000 homes. The development will also be CHP enabled should opportunities arise to utilise excess heat locally. A heat demand study looking at opportunities in the local area is included as a supporting document to the planning applications.

Substantial progress still needs to be made throughout the UK in order to meet renewable energy targets, including the target for 20% in the North West and nationally by 2020 with a general aspiration to better this figure. Achieving this target will require a range of new infrastructure with energy from waste through AD and combustion having an important role to play, as recognised in the 2009 Renewable Energy Strategy. This states for example that *If all the food and wood waste sent to landfill were used for energy it would generate 42 TWh, or approximately 18% of our renewable energy target.*

Policy requires planning authorities to consider the wider benefits of proposals in contributing to renewable energy generation and carbon reduction through reducing the reliance on traditional fossil fuels. The emerging PPS on low carbon and climate change states that there should be *“significant weight to the wider environmental, social and economic benefits of renewable or low-carbon energy projects whatever their scale”*.

Proposals for the Green Lane Eco Park align with national and regional energy policy and if permitted would help towards achieving these challenging targets.

11.7 Determining the Applications

The planning balance indicates that planning permission should be granted for the applications and the development of the Green Lane Eco Park. This is based upon the conformity with the Development Plan, the national requirement to development waste infrastructure in the commercial and industrial sector, the local requirement for infrastructure within Salford and Greater Manchester and conformity with wider planning policy, particularly the drive towards more sustainable waste management and energy recovery from waste.

