
Matter 4: Specific Locations Policy - Policy 4 Mitchell Shackleton, Salford (Additional Site SL11)

1. Introduction

Entec UK Ltd is acting on behalf of Sky Properties in respect of the omission of Site SL11 Mitchell Shackleton. The issues to be addressed as identified by the Inspector are:

- Performance in sustainability appraisal;
- Preference for alternative uses of the site; and
- Would inclusion of the additional site make the DPD unsound?

2. Performance in Sustainability Appraisal

The site was proposed by Sky Properties (Chester Developments Ltd as they were known at the time) in response to the Issues and Options consultation which ran between September 2008 and March 2009.

Through the JWPDP process, the Green Lane site has been subject to independent Sustainability Appraisal to assess its suitability as a location for built waste management facilities. The Sustainability Appraisal (SA) concluded that the site would be suitable for waste uses following appropriate mitigation.

It recognised that there are amenity issues facing the site such as the close proximity of residential development, which mean that the site is not suitable for facilities where waste is stored or managed externally. It did however conclude that there is potential for the location of enclosed facilities on the site, subject to the amenity constraints identified.

The SA identified a range of potential uses that would be suitable in this location, including thermal treatment, material recovery, mechanical heat treatment, anaerobic digestion and in-vessel composting facilities. The SA rated the site as Band B, i.e. "*site is suitable for waste uses following appropriate mitigation*". On a rating system of A to D this site therefore rates as one of the more sustainable locations for the development of (enclosed) waste management facilities across Greater Manchester.

The suitability of the site for waste development has never been disputed by officers from GMGU or Salford City Council.

Of relevance to the sustainability appraisal of the site are the recent planning applications (one in outline and one in full) for the proposed Green Lane Eco Park¹. The applications comprised

¹ The planning applications (ref. 10/59092/FULEIA and 10/59093/OUTEIA) were submitted to Salford City Council in June 2010 and were determined at the Planning and Transportation Regulatory Panel on 2 June 2011 when permission for both applications was refused against officer recommendation.

the development of a waste management facility incorporating an 80 000 tpa gasification plant, a 60 000 tpa anaerobic digestion facility and a 100 000 tpa materials recycling facility. The Officers Report provided an overview of statutory consultations on the applications and stated:

- The principle of waste development on the site is acceptable in policy terms;
- There are no objections from the Highways Authority in respect of the level of vehicle movements proposed and the ability of the network to absorb those movements;
- There are no objections from Environmental Health (or its expert consultants) or the Environment Agency in respect of air quality, noise or water management;
- There are no objections to applications on the grounds of visual or landscape impact;
- There are no objections in respect of ecology or cultural heritage.

These extensive consultations reinforce the findings of the sustainability appraisal undertaken for the site.

3. Preference for Alternative Uses of the Site

3.1 Introduction

A range of land-uses has been considered for the site: employment, housing and other forms of development. The recent planning history of the site confirms that industrial development is considered to be the most suitable land-use. Salford City Council has allocated part of the site for employment purposes with the remainder comprising established employment land, as identified in the adopted UDP.

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. Following work undertaken by Sky Properties in terms of site marketing, a potential waste use emerged as a preferred solution for bringing forward the site for development.

Sky Properties has established interest from developers to take forward waste uses targeting the commercial and industrial waste sector, comprising:

- **ENERGOS:** ENERGOS wish to develop a small to medium scale energy from waste plant on the site, using their gasification technology. The company is Salford based and has seven plants operating in Norway and Germany and several planning permissions in the UK;
- **JWS Waste and Recycling Services:** another Salford based company who operate an existing MRF in the City but wish to rationalise and further develop their operations.

3.2 Site & Planning History

The site formerly comprised the Mitchell Shackleton Works which specialised in crankshaft manufacturing. More recent industrial activity on the site has included iron forging by North

West Forge, reconditioning of large vehicle engines by Paul Gardner Engineering, and chemical processing by Plasticon and Leverttech. The site is now largely cleared and comprises both hardstanding and rubble. Furthermore, Sky Properties has undertaken initial site remediation with a view to commencing a process of addressing significant ground contamination issues associated with the historic land-uses.

There is no dispute that given the nature of the site and its current policy context as set out in the UDP, the site is in principle acceptable for waste uses.

3.3 Employment

The Green Lane site lies in the northwest corner of a long established industrial area that includes the Nasmyth and Lyntown Trading Estates, the Salford Business and Technology Centre, and the Nasmyth Business Centre. This wider Nasmyth employment area makes a significant contribution to the city's employment base, in terms of the number of existing business occupiers which together account for a significant number of jobs. The Experian business database (January 2010) identifies approximately 30 business occupiers within the Nasmyth employment area, which together account for approximately 700 employees.

The Salford Employment Land Review² identified the Nasmyth employment area as one of a number of sites that appear *'to perform poorly or very poorly in the future market'*. Notwithstanding this, it is recognised that even those areas identified as being of relatively poor quality with a challenging future may continue to serve an important role for local uses. There will always be a need for lower grade employment areas which form an important part of a balance portfolio of sites and premises.

The Council has recognised that in considering alternative uses due consideration would need to be given to the localised and citywide impact in terms of employment land provision within Salford. Therefore:

- The introduction of a non-employment uses into the well defined Nasmyth employment area could lead to the gradual erosion of what is clearly a significant employment location in both the local and citywide context.
- If the Nasmyth employment area was to be considered for non-employment uses it would be important to consider the impact this could have on the city's employment land supply and the city's supply of built floorspace, particularly given that it appears to be one of the city's better occupied estates.

The interest shown by ENERGOS and JWS in developing waste uses clearly demonstrates that the site can be brought forward for employment uses.

² Salford Employment Land Review – Central Salford URC in partnership with Salford City Council, DTZ, November 2008

3.4 Potential for Alternative Uses / Regeneration Aspirations

Housing

In its response to Sky Properties' representations to the removal of Green Lane from the Waste Plan (paragraph 5.4, CDE010), GMGU state that "based on SHLAA³ assumptions of potential yield, the former Mitchell Shackleton site together with adjacent and surrounding sites which form part of the wider Nasmyth employment area could yield over 800 dwellings **if they were to become deliverable or developable for housing**" (emphasis added).

The SHLAA was first published by Salford City Council in March 2008 and was updated and rolled forward to cover the period from 2010 to 2025, to inform the preparation of the Salford Core Strategy. The purpose of an SHLAA is to identify sufficient sites to deliver housing over a five year period. To be considered deliverable, sites should: be available; be suitable; and be achievable.

The proposed Green Lane site is identified in the SHLAA as part of a larger site – EL17 Site to the South of the M602 and the East of Green Lane (Nasmyth 2 – Mitchell Shackleton) – which is **not considered to be deliverable or developable**. Furthermore, the Green Lane site has not been put forward as a suggestion by any stakeholder or the land owners Sky Properties.

As previously noted and in considering the reasons for refusing the previous housing application, any housing development on the site would need to take account of the loss of employment land; the impact on adjacent employment uses; and the site's proximity to the M602. The Inspector at the previous inquiry stated that the site is not well served by public transport and that given the developable area and the abnormal costs associated with the site, the delivery of major transport infrastructure and service improvements to the site as part of any application seem unlikely.

Offices

Offices are a main town centre use as defined by PPS4. Any development at Mitchell Shackleton would need to demonstrate that there are no sequentially preferable sites on which the development could be accommodated, and that there would be no significant adverse impact on existing centres.

The connectivity of the site in terms of public transport has not been considered adequate and offices are a high trip-generating use. The site is therefore unlikely to be a sustainable location for large-scale office development.

Leisure / Recreation

Given the costs of bringing the site forward for development, any leisure / recreation use would need to be intensive which would be defined by PPS4 as main town centre uses. As with office development, issues around sequential testing and accessibility would apply.

Other Strategies

The Bridgewater Canal Corridor Masterplan is relevant. The final version was approved by the Council in March 2011. The vision for the masterplan is *'To create a living canal connecting*

³ Strategic Housing Land Availability Assessment

communities with a unique industrial and natural heritage enjoyed by all'. The document does not form part of the statutory local development framework.

In terms of the Patricroft area, the Masterplan recognises that the canal passes into a more urban / industrial environment which is industrial in character. With specific regard to the Mitchell Shackleton site, the Masterplan states that *"any redevelopment opportunities will be for continued employment use"*.

The recent Officer's report on the Green Lane Eco Park stated:

"The masterplan makes a clear divide in this general locality between the east and western sides of Green Lane The masterplan indicates the potential of a bridge link from the western side of the canal where there is a towpath to the eastern side and land on Green Lane. This land is owned by Sky Properties and forms part of the 'heads of terms' as the applicant is prepared to dedicate the land to the Council for the purposes of delivering the aspirations of the canal masterplan.

Given that the masterplan does not highlight the application site for the delivery of the vision of the masterplan and that the towpath is located on the opposite [side] from the development site, it is not considered that the development of the site for the purposes of these proposals would be at odds or fetter the ability of the masterplan's vision to be realised."

As such, waste development at the site would be consistent with the regeneration aspirations for the Bridgewater Canal Corridor. It has been demonstrated that a site layout can be developed with appropriate landscaping and architectural design to minimise any visual impact from Green Lane and the Bridgewater Canal.

It is understood that an Eccles West Study is underway but that only baseline work has been completed to date.

4. Would Inclusion of the Additional Site Make the DPD Unsound?

The latest Needs Assessment (TD010) identifies that between 2012 and 2027 a maximum of 5 new energy recovery facilities will be required to manage Greater Manchester's waste, including Advanced Thermal Treatment. In calculating the number of facilities, an average capacity of 75 000 tpa per facility has been used. On behalf of Sky Properties we have submitted evidence that indicates that there is scope to increase the contribution of waste recovery further and to reduce landfill.

Table 9 of Policy 4 indicates the potential uses of the sites allocated, however this is also dependent on the technology proposed and the size of the site. Of the seven sites identified only three are larger than 1.0 ha, of which only one is comparable in size to the Mitchell Shackleton site (3.8 ha) – W4 CA Site, Makerfield Way in Wigan at 8.86 ha. This site is poorly located at the edge of the Plan area, away from the main sources of waste arisings and is not well related to the strategic highway network.

Site TR8a Nash Road, Trafford is a small site of less than 2ha. The site assessment produced at Preferred Option stage states that larger facilities would require the re-development of the site and that the co-location of waste uses is only "a possibility". In reality this site is likely to be too small to accommodate more than one facility.

Our evidence in respect of the need assessment queries whether adequate regard has been given to the spatial distribution of sites in the context of identified requirements.

So in terms of need the allocation of SL11 would be in conformity with the evidence base. Its allocation can be justified. It can also be demonstrated as being consistent with policy as set out in PPS10 and is effective as there is known to be genuine interest in developing the site for waste uses.

Furthermore the site has been subject to SA/SEA and found to be as favourable as sites that have been allocated.

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