

**Manchester City Council**  
**Contaminated Land Strategy**

**Updated March 2011**

Undertaken by  
Contaminated Land Section  
Environmental Services



**MANCHESTER**  
**CITY COUNCIL**

## CONTENTS

Page  
Number

<b>Introduction</b>	1
<b>Context</b>	2
<b>Legislation and national policies</b>	2
<b>Corporate Objectives</b>	3
<b>The Contaminated Land Strategy</b>	4
<b>Our Achievements</b>	5
<b>Managing our information efficiently</b>	5
<b>Identifying land that may be contaminated</b>	6
<b>Action taken under Part 2A legislation</b>	7
<b>Contributing to the Council's strategic priorities</b>	7
<b>Consultation and partnership working</b>	8
<b>Our Future Commitments</b>	10
<b>Assessment of landfill sites</b>	10
<b>Review processes</b>	10
<b>Conclusion</b>	11
<b>Contact details</b>	11

APPENDIX I

APPENDIX II

## Introduction

Manchester and the surrounding towns were the centre of the Industrial Revolution in England. The City has seen intense industrial activity in many places from the 19th century to the present day. The City's modern commercial and economic importance owes much to this industrial past.

Industrial activity in cities such as Manchester has of course had a significant impact on the local environment. In particular it has left a legacy of potentially contaminated land at former industrial sites and at infilled mineral excavations. In some cases significant risks from this contamination now have to be addressed to protect the health of all those who live and work in the City and to prevent damage to the environment.

Manchester's former industrial land provides great opportunities for the City.

Such land is a major resource for:

- regenerating and developing existing communities
- meeting the demand for new housing using 'brownfield' land, thus preserving the nation's treasured countryside
- developing new sustainable urban communities

In November 2001 Manchester City Council published its Contaminated Land Strategy. The Strategy stated how the Council was:

- tackling the legacy of contamination on former industrial land
- encouraging the best use of this large urban land resource.

This current report provides a review of the progress that has been made to implement the Contaminated Land Strategy and sets out our commitments for continuing this work.

## Context

### Legislation and national policies

Awareness of the problems associated with land contamination has increased greatly in recent years. The demand for more housing has put pressure on land resources and highlighted the need to use brownfield land effectively. The importance of contaminated land as a national issue is reflected in primary legislation and associated regulations and guidance:

- **Part 2A of the Environmental Protection Act 1990:** Providing a new regime for dealing with the problems arising from contaminated land.
- **Contaminated Land (England) Regulations 2000 (SI 2000:227):** Deals with the procedural matters, including the content and service of remediation notices and the appeals process.
- **DEFRA Circular 01/2006 'Contaminated Land':** Statutory Guidance that supports The Act and sets out the UK Government Policy on contaminated land.

The legislation, commonly referred to as 'Part 2A', came into effect in April 2000. It sets out the new regime for identifying and remediating serious contamination. It provides a definition of contaminated land (Appendix I) and provides local authorities and the Environment Agency with a consistent framework for tackling problem sites.

Every local authority in England and Wales has a duty to inspect their district for potentially contaminated land in a 'rational, ordered and efficient' manner. Ideally such land will be remediated voluntarily by those who caused the problem or, according to the legislation, is the 'appropriate person'. However, in some cases local authorities or the Environment Agency will have to use their regulatory powers to enforce remediation.

## Corporate Objectives

Manchester City Council is continuing to develop Manchester as a city of national and international importance. Effective management of our brownfield land is contributing to several key Corporate Objectives:

### Key Corporate Objectives

- **Environment:** to develop and sustain a healthy, safe and attractive local environment which contributes to the City's and its people's economic and social well-being.
- **Health:** to prevent ill-health and improve local people's health and well being.
- **Population:** to increase the numbers of people living in the City and to reduce the turnover of people leaving the City by creating successful communities

Opening up land for new uses and tackling derelict sites in the City also contributes indirectly to other Corporate Objectives by increasing economic activity, creating jobs, stimulating growth, and reducing crime and anti-social behaviour.

## **The Contaminated Land Strategy**

Our Contaminated Land Strategy is the basis for the sound management of our brownfield land resource. It underpins the work needed to deal with land contamination and contributes to fulfilling the Council's wider Objectives.

### **Aims of the Contaminated Land Strategy:**

- To improve the quality of life for Manchester people in line with the Manchester Improvement Programme
- To protect people from risks to health
- To protect the land and water environment
- To support the regeneration of the City
- To encourage the re-use of previously developed land

### **We will achieve these aims by:**

- Ensuring that Manchester City Council fulfils its new duties under Part 2A in particular:
  - to inspect the district to identify potentially contaminated land
  - to investigate land to determine the extent of any contamination problems
  - to bring about the remediation of contaminated land
  - to encourage voluntary remediation wherever possible
- Working towards consistency in managing land contamination across all relevant Council services
- Working in partnership with the Environment Agency and other stakeholders

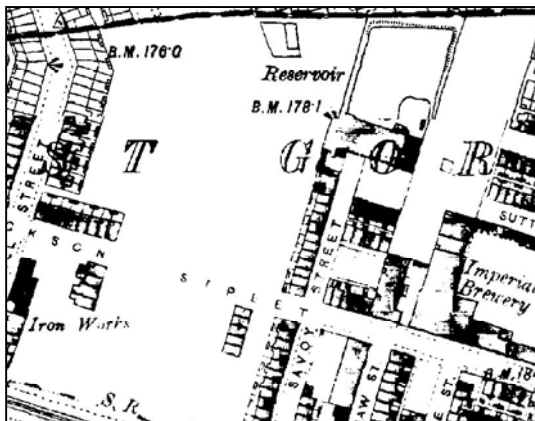
## Our Achievements

The Council is committed to delivering its Contaminated Land Strategy and have allocated additional resources to strengthen our specialist Contaminated Land Section within Environmental Health. The Contaminated Land Section:

- provides a customer-oriented service for developers, consultants and members of the public
- provides a consultancy for planning applications on contaminated land and supervises the investigation and remediation of new developments
- acts as the central point within the Council for information on ground contamination
- acts as an internal technical consultancy for the Council and advises on best practice
- carries out environmental information searches

### Managing our information efficiently

A Geographical Information System (GIS) and a database are being used to manage the large amount of information being acquired. They enable us to store all of the data in a single secure system that it is fully validated and provides a facility that gives immediate access to the history of sites, maps and photographs of its current use and links to the information contained within the Sections records including any action that has been taken to manage contamination problems. Digital historical maps have been purchased to allow the history of land within the district to be traced. The current use of land is assessed using both current Ordnance Survey mapping and recent digital aerial photography.



*Digital historical mapping allows the history of land to be traced.*

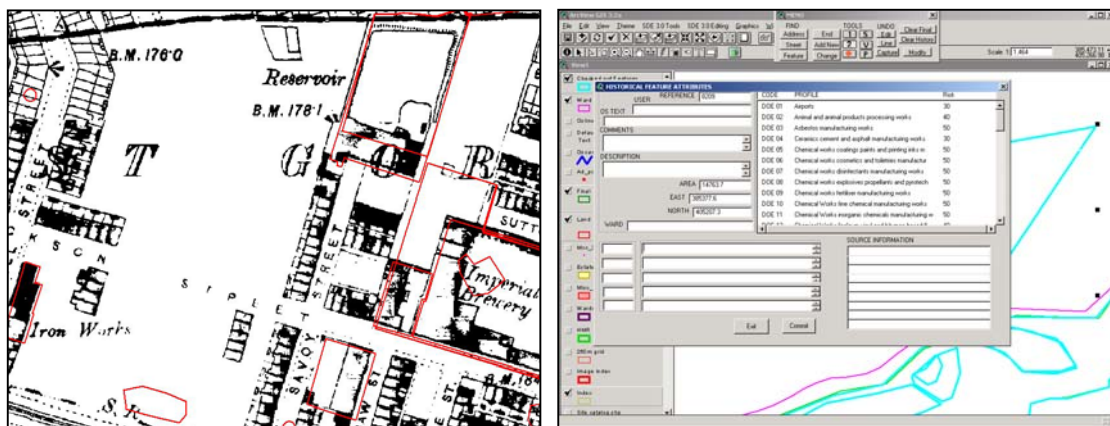


*Recent aerial photography is used in conjunction with Ordnance Survey mapping to determine the current use of the land.*

## Identifying land that may be contaminated

A systematic procedure has been developed to identify potentially contaminated sites and assess the possible risks. Historical maps are first reviewed to trace former industrial uses. The sites are then ranked according to the potential for the industries to have contaminated the land, taking into account the sensitivity of the current use.

The prioritisation system currently being used in Manchester for the purposes of Part 2A complies with national statutory guidance, and was developed for use by all the Greater Manchester Authorities. The system is known as the PG01 Risk Prioritisation Methodology (PG01) and can be found described in Appendix II.



*Recording the boundaries of historical industrial sites.*

*Entering data to obtain a risk score.*

Using the PG01 method, over 6500 potentially contaminated sites have been identified in the City.

The initial identification and prioritisation of sites (Phase 1) is an informed estimate of the potential for contamination to be present at a site and the possibility that it may pose a risk to health or the environment.

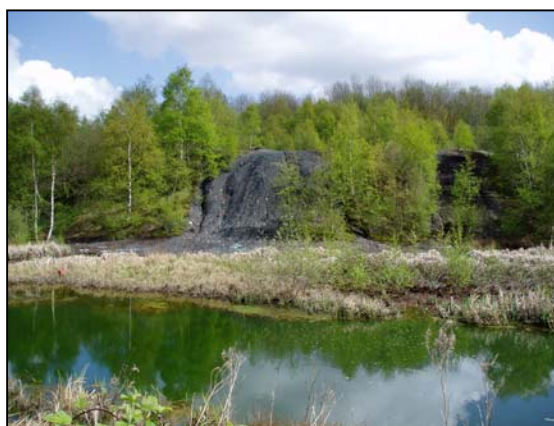
Phase 2 of the strategy has now begun. This consists of carrying out detailed inspections of the 6500 sites, in order of priority, to identify whether contamination is actually present.



## Action Taken under Part 2A legislation

Some contaminated land has already been investigated, and remediated where necessary, under Part 2A. These have included:

- Garden soils at a housing estate in East Manchester were found to contain unacceptable levels of heavy metals. The affected gardens were remediated and a copy of the Remediation Statement can be found in the contaminated land public register.
- A site investigation has been completed at a former tip site in Harpurhey which is next to the River Irk. The information will be used to design a scheme to remediate the land and begin to create a new high quality open space.
- A site investigation is almost complete at another former tip site in North Manchester which is adjacent to a college.

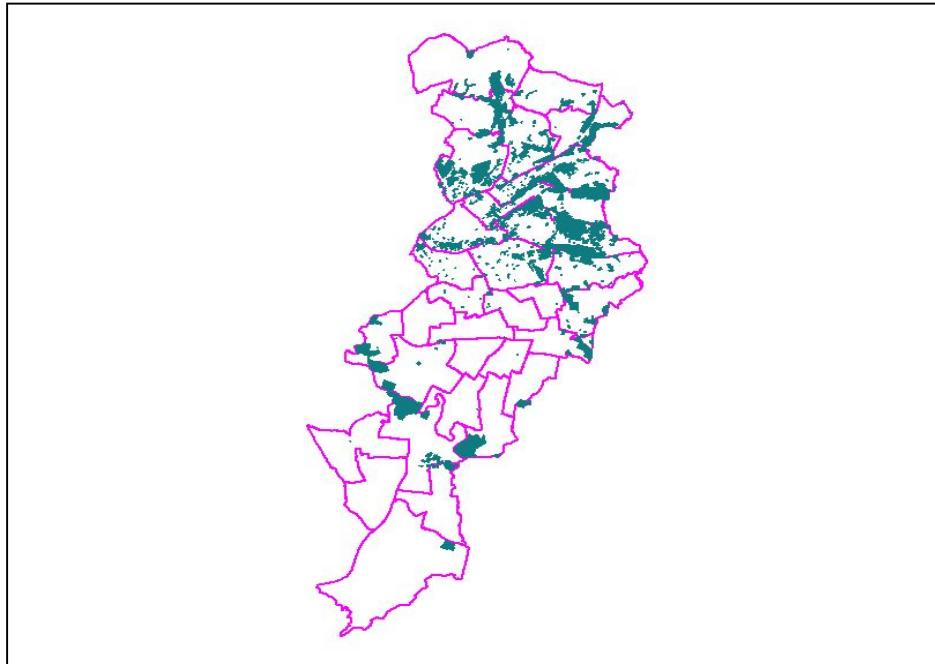


*Open land in Harpurhey used historically as a tip for industrial wastes.*

## Contributing to the Council's strategic priorities

The Contaminated Land Section has carried out detailed environmental desk studies to support large scale voluntary transfer of housing stock in the south and east of the city. This is part of the strategic transfer of all council-owned housing to registered social landlords and other management organisations.

An overview study has been completed to identify the parts of the district with the greatest concentrations of historical industry. These are the areas likely to have become the most polluted. This overview will assist strategic planning while the detailed prioritisation of potential contaminated sites is being completed.



*Areas of the City with the greatest concentrations of historical industry and landfilling.*

## **Consultation and partnership working**

### *Ensuring best practice is adopted for new development*

The new contaminated land regime is designed to deal with contamination problems that cannot be addressed under other legislation such as the planning system. Given the extensive redevelopment of land now taking place across the City, it is particularly important that any contamination problems at new development sites are identified straight away and not left for the future. To help facilitate this, a guide has been produced for developers and consultants, which explains how planning controls are used, and sets out the Council's standards for remediation when any problems are found. This will ensure that land is properly assessed before any development work starts, and that a high standard of remediation is implemented in any new schemes. The guide is now available to all prospective developers within the City.

### *Achieving successful remediation of contaminated land*

Consultation with local residents and other stakeholders has been a priority during the investigation and remediation of Manchester's first Part 2A land. This has been achieved using public meetings and drop-in sessions, undertaking house-to-house visits, and by ensuring that information is made readily available. A high level of cooperation has been achieved between Council departments including Planning, Environmental Health, Building Control and also developers and consultants. This has provided confidence

to those affected by the contamination and ensured the smooth running of the remediation works.

*Working with other local authorities in the region*

Contaminated Land Officers across the Greater Manchester area continue to meet regularly through the Land and Water Working Group of the Greater Manchester Public Protection Managers' Group (formerly MAPAC). This forum allows the exchange of technical experience and best practice. Officers are working together towards greater consistency in managing contaminated land across the region.

## **Our Future Commitments**

The actions identified for the implementation of the Contaminated Land Strategy are:

- to continue to respond to the Council's strategic management priorities
- to progress the detailed inspection and remediation of sites identified as potentially contaminated, in order of priority
- to assess the potential risks at each of our landfill sites
- to continually review progress to ensure that the Council's objectives and strategic priorities are being fulfilled.

Listed below are some specific examples of how these commitments will be met.

### **Assessment of landfill sites**

The Council has 62 officially designated landfill sites within its area, many of which were filled before record keeping of such activities was undertaken. Consequently relatively little information is held regarding what went into the sites. The information we do hold is under review and some of the sites will be inspected in order to establish the condition and extent of the landfill. This work will ensure that reliable and consistent information is provided to other Council departments, developers, and landowners. It will also identify at an early stage any landfill sites requiring remediation.

### **Review processes**

The review schedule for this document is 2 years unless circumstances dictate otherwise. A review of the Statutory Guidance is taking place during 2010-11 and, following any changes to that regulatory document, the Council's Strategy will be updated where necessary.

## **Conclusion**

The Contaminated Land Strategy is being taken forward as part of the Council's continuing commitment to develop Manchester as a City of national and international importance, with a thriving economy and a healthy environment. The Contaminated Land Section in Environmental Health has been expanded, and much progress has been made since the Strategy was published in 2001. In particular, a large proportion of the land has already been reviewed to identify land that may be contaminated. This resulted in the first site found to be contaminated land being successfully remediated.

We have an ongoing programme of work focused on the Council's Corporate Objectives for health, the environment, and the Council's statutory responsibilities under Part 2A. Our work will continue with detailed site inspections for those potentially contaminated sites that have been identified under the prioritisation process. Our priority remains to protect the health of those living and working in the City.

## **Contact details**

The Contaminated Land Section  
Environmental Protection Group  
Regulatory & Enforcement Services  
Neighbourhood Services  
Manchester City Council  
1 Hammerstone Road  
Gorton  
Manchester M18 8EQ

Telephone: 0161 234 1363  
Fax: 0161 274 7245  
e-mail: [envhealth@manchester.gov.uk](mailto:envhealth@manchester.gov.uk)

## **Appendix I Definition of Contaminated Land Under Part IIA**

Section 78A defines contaminated land for the purposes of the new regime in the following way:

“Contaminated land” is any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that-

- (a) significant land is being caused or there is a significant possibility of such harm being caused; or
- (b) pollution of controlled waters is being, or is likely to be caused.

The term ‘significant harm’ refers to harm to certain specified ‘receptors’ – human beings, ecological systems and property – as set out in Table A of Part 3 of the statutory guidance. The phrase ‘significant possibility of significant harm’ must be interpreted with reference to Table B of Part 3 of the statutory guidance.

For the purposes of Part IIA, the term ‘controlled waters’ has the same meaning as in Section 104 of Part III of the Water Resources Act 1991, and includes territorial and coastal waters, inland fresh waters, and ground waters. The phrase ‘the pollution of controlled waters’ refers to (Section 78A(9)) the entry ‘of any poisonous, noxious or polluting matter or any solid waste matter’. For land to be designated as contaminated land for this reason, the pollution must be continuing, or it must be considered likely that pollution might occur.

It should be noted that the term ‘ground water’ is used here to refer to all water contained in the ground, whether in the unsaturated or the saturated zone - that is, including water above and below the water table. The term ‘groundwater’, as a single word, is used in the Groundwater Regulations [11] in relation to the protection of water bodies which are potential sources of supply, and refers only to water in the saturated zone - that is, below the water table. Care must be taken when using either term in the context of Part IIA.

The new definition of ‘statutory’ contaminated land places the emphasis on whether or not conditions are present that may give rise to unacceptable risks to human health or the pollution of controlled waters. It does not depend solely on the presence of undesirable substances in the ground, and makes no distinction between man-made and naturally occurring contaminants.

Even if land contains potentially hazardous substances, as long as the substances cannot harm human beings or pollute controlled waters, the land will not be classified as contaminated land. An example of this is a modern landfill site, which is properly lined and secured, and where there are no links between the fill materials and the outside world.

## **Appendix II PG01 risk prioritisation methodology**

The primary regulatory role under Part IIA rests with local authorities. In order to fulfil this role in a manner which ensures that the most pressing and serious problems are considered first MCC has adopted a risk prioritisation system that identifies high risk sites for early investigation.

The risk prioritisation system currently being used in Manchester for the purposes of Part IIA complies with national statutory guidance, and was developed for use by all the Greater Manchester Authorities. The system is known as the PG01 Risk Prioritisation Methodology (PG01).

Manchester City Council has made minor changes to the Land Use Classification codes which are used in the model. This ensures that they are representative of the types of historical land uses present within Manchester. A list of revised classifications is included at the end of the Risk Prioritisation Methodology document.