



# LDF

WIGAN LOCAL DEVELOPMENT FRAMEWORK

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## Core Strategy: Revised Proposals and Draft Policies for Community and Stakeholder Involvement

Development Plan Document



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## ONE

## Introduction

**1.1** This is the third major consultation stage in our preparation of Wigan's Local Development Framework Core Strategy. We are now consulting on our 'Revised Proposals and Draft Policies'. It follows on from the previous 'Preferred Options' stage that we consulted widely on in June–August 2009, and builds on the contributions made at that stage. We have made two significant changes to where development is proposed and we want to have a dialogue with local people in those areas and other stakeholders about the issues around those proposals. As the title of the document suggests, we have also now worked up our draft spatial and core policies, and we want to know your views on these. Details of how you can get involved are set out in chapter 2.

### **What is a Core Strategy?**

**1.2** The 'Core Strategy' will be the main planning policy document for Wigan Borough for the next 10 years and looks forward to 2026. Once completed, any more detailed planning policies and documents that we prepare will need to be consistent with it. The full document will set out our vision for the borough and our strategic objectives, as well as our spatial and core policies. There will also be a clear delivery and monitoring frameworks.

**1.3** The Core Strategy should reflect the borough's Sustainable Community Strategy and should also draw on other strategies that have implications for the development and use of land, including the Local Transport Plan.

**1.4** It has to be informed by a 'robust and credible' evidence base and be shaped by sustainability appraisal and the outcomes of extensive community and stakeholder involvement.

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## What is a local development framework?

**1.5** A local development framework is the planning strategy for a borough or district. It is made up of separate but closely related plans or documents. It will, eventually, replace the Wigan Unitary Development Plan (April 2006) that predates the local development framework. However, the Core Strategy itself will only replace the strategic 'Part 1' policies and some other policies.

**1.6** We have already produced a number of documents within the local development framework. These include:

- Our Local Development Scheme, which sets out what policy documents we will prepare and why, how and when we will prepare them - it currently needs updating.
- A Statement of Community Involvement, which sets out how people can get involved in the preparation of our policy documents - we are updating this document.
- An Annual Monitoring Report that sets out information on the borough's social, economic and environmental performance and monitors whether our planning policies are doing what they are intended to do - we are working our sixth annual report.
- Supplementary Planning Documents that are supplementary to policies in development plan documents. They provide more detailed guidance on policies. We are currently working on two documents and others are planned.

## What is spatial planning?

**1.7** Planning is about making decisions on how our borough will work in the best interests of the widest number of people, balancing sometimes competing social, economic and environmental demands and personal and private interests. Traditionally this has been based on a more restrictive 'land-use planning' approach, which focused on the development and use of land. However, spatial planning goes further and recognises and addresses a wider range of issues that affect our communities, such as health, education, crime, deprivation, environmental sustainability and accessibility. It should promote the social, economic and environmental well-being of the area. It should also ensure 'buy in' from throughout the public sector and the private and voluntary sectors, in order to deliver the strategy.

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## What this consultation will focus on

**1.8** As we have already stated, we want your feedback on this document. In particular we want a dialogue with local people and other 'stakeholders' about the positives and negatives around the '**new locations for development**', which are the '**M6 Motorway, south of Wigan**' and the '**East Lancashire Road corridor**'. We also want to know your views on our '**draft spatial policies**' and our '**draft core policies**'.

**1.9** To help guide you we have split this document into six chapters:

- The next chapter sets out a summary of '**how to get involved**'.
- The third chapter sets out the case for the **new broad locations for development**.
- The fourth chapter sets out our **draft spatial policies** with supporting text and a key delivery table.
- The fifth chapter sets out our **draft core policies**. The **appendix** at the end of the document relates to one of these draft core policies.
- The final chapter sets out the '**next steps**' for preparation of this Core Strategy.

## TWO

## How to get involved

**2.1** At this stage we are consulting on our Revised Proposals and Draft Policies, rather than the full Core Strategy. This document is not therefore supported by updated versions of our Evidence Reviews, Topic Papers, Sustainability Appraisal and consultation report. We are updating these and they will be published at the next stage alongside our Draft Core Strategy. At that time our consultation report will include our responses to the representations received at the Preferred Options stage and at this stage. However, there is some supporting information on our website at **[www.wigan.gov.uk/ldfcorestrategy](http://www.wigan.gov.uk/ldfcorestrategy)**.

**2.2** In addition to the details below, four 'drop-in sessions' with planning officers will be held in those areas where the two new broad locations for development are proposed, as follows:

- 27th October, **Community Outreach Centre**, 9 Oaklands Road, Lowton
- 28th October, **Dam House**, Astley Hall Drive, Astley
- 2nd November, **Golborne Library**, Tanners Lane, Golborne (closed 12.30-1.30 p.m.)
- 3rd November, **Hope Community Library**, 2 The Grange Community Complex, Highfield Grange Avenue, Winstanley

**2.3** Each drop-in session will start 11.00 a.m. and finish at 8.00 p.m., except at Golborne library which is closed from 12.30 p.m. to 1.30 p.m.

You can find this Revised Proposals and Draft Policies document online, at our offices and at our libraries.

To view and download all documents and submit comments **online**, go to our website at: **[www.wigan.gov.uk/ldfcorestrategy](http://www.wigan.gov.uk/ldfcorestrategy)**. On that page you can click on 'Revised Proposals and Draft Policies'. Here you will find an 'electronic copy' of the 'paper documents' and a link to a 'web-page version'. It is from this web-page version that you can submit your comments online.

Alternatively **email** us at [planningpolicy@wigan.gov.uk](mailto:planningpolicy@wigan.gov.uk) - you need to include your **name** and **address** with your comments.

Or **write** to us or visit us at Planning Policy, Wigan Council, Environmental Services Department, Civic Buildings, New Market Street, Wigan WN1 1RP. Please include a clear name (not just a signature) and contact email or postal address in your letter. We are open 8.45am - 5.00pm, Mondays – Fridays.

Or **telephone** us on (01942) 404238 or 404234.

You can also **view** electronic or paper versions of the documents at all borough **libraries** (except the children's library). Please check individual library opening hours first on the Wigan Leisure and Culture Trust website: [www.wlct.org](http://www.wlct.org) or telephone 01942 827619.

- **Abram Community Library**, Vicarage Road, Abram, Wigan WN2 5QX
- **Ashton Library**, Wigan Road, Ashton-in-Makerfield, Wigan WN4 9BH
- **Aspull Library**, Oakfield Crescent, Aspull, Wigan WN2 1XJ
- **Atherton Library**, York Street, Atherton, Manchester M46 9JH
- **Beech Hill Library**, Buckley Street West, Beech Hill, Wigan WN6 7PQ
- **Golborne Library**, Tanners Lane, Golborne, Warrington WA3 3AW
- **Hindley Library**, Market Street, Hindley, Wigan, WN2 3AN
- **Hope Community Library**, 2 The Grange Community Complex, Highfield Grange Avenue, Winstanley, Wigan WN3 6GH
- **Ince Library**, Smithy Green, Ince, Wigan WN2 2AT
- **Lamberhead Green Library**, Abraham Guest Specialist Sports and Arts College, Greenhey, Orrell WN5 0DQ
- **Leigh Library**, Turnpike Centre, Civic Square, Market Street, Leigh WN7 1EB
- **Marsh Green Library**, Harrow Road, Marsh Green WN5 0QL
- **Platt Bridge Community Library**, Platt Bridge Community First, Rivington Avenue, Platt Bridge, Wigan WN2 5NG
- **Shevington Library**, Gathurst Lane, Shevington, Wigan WN6 8HA
- **Standish Library**, Cross Street, Standish, Wigan WN6 0HQ
- **Tyldesley Library**, Stanley Street, Tyldesley M29 8AH
- **Wigan Library**, College Avenue, Wigan WN1 1NN

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Please return your comments to us as soon as possible and by **noon on Tuesday 30 November 2010** at the latest.

**We can make this information available in other formats and languages on request. Contact us at Planning Policy, Wigan Council, Environmental Services Department, Civic Buildings, New Market Street, Wigan WN1 1RP or email us at [planningpolicy@wigan.gov.uk](mailto:planningpolicy@wigan.gov.uk)**

**Please note:** We cannot record your comments on the phone or in person if visiting, they must be received in writing (electronically or by letter). We will publish all comments received on our website but we will not publish signatures, telephone numbers or email addresses.



## THREE

## New broad locations for development

**3.1** The main changes made to the Core Strategy since we consulted on our Preferred Options are the addition of two new broad locations for development; one for new employment development at the '**M6 motorway, south of Wigan**' and one for lower density, higher value housing at the '**East Lancashire Road corridor**'. These changes have arisen as a result of further detailed evaluation of the evidence around employment development and housing development in Wigan Borough, not least to do with development economics in a fundamentally changed economic context following on from the global recession.

**3.2** This section summarises the case for the two revised locations for development. It is important to note, however, that we will not be allocating land in this Core Strategy at any of the broad locations for new development. The Core Strategy policy, which is **draft policy SP4** in the next chapter, sets out the terms under which land will be allocated. The amount of development needed in each location, the choice of sites, their boundaries and more precise details of the proposed development will be determined as part of the preparation of a subsequent development plan document, likely to be our Allocations Plan or equivalent document. This will be a transparent process with clear opportunities for people to contribute.

### **The M6 Motorway, south of Wigan**

**3.3** Despite its strategic location at the heart of the North West of England, Wigan is poorly regarded as a business location primarily due to a negative image/perception of the area, poor accessibility from the motorway network and a lack of employment sites and suitable accommodation with good communications. This contributes significantly to a local economy under performing against the national, regional and sub-regional indicators. In order to attract inward investment, take better advantage of Wigan's strategic location and enable sustainable economic growth, a transformational, high quality employment location with direct access to the M6 motorway is needed.

**3.4** A recent study for the council by consultants GVA Grimley, identifies the M6 corridor as the borough's most valuable asset in terms of attracting business investment, with the best opportunity is within the logistics and distribution sector. It concludes that land currently within the Green Belt right next to a motorway junction is necessary in order to best take advantage of this asset and opportunity, and that Junction 25 is the most appropriate location.

**3.5** This location would be highly attractive to the market, particularly for logistics uses, due primarily to its position, prominence and accessibility, and has the characteristics to become a landmark employment location of significance for the borough providing new job opportunities for local people. With direct access from the motorway, this location will be relatively free from congestion. It is also a greenfield location with no significant constraints. Crucially, the development will not require new highway infrastructure other than internal distribution roads and a connection to the network.

**3.6** Despite direct access to the M6 motorway, Junction 25 is a southbound-only junction. Although access to a two-way junction would be preferable, commercial agents do not consider this to have a major impact on the attractiveness of the location. The majority of commercial traffic is likely to travel southbound to access major commercial markets including much of the north of England via the M62 motorway, the midlands and south-east and south and east coast ports. Direct access to the motorway will result in minimal traffic implications for the local area.

**3.7** New high quality employment development is needed in this location despite there being land and employment accommodation elsewhere in the borough. In addition to having poor accessibility, a large proportion of existing employment accommodation is in poor condition and/or is not of the right type or specification to meet modern business requirements. These units are unattractive to investors, particularly in an increasingly competitive market. If Wigan's employment offer is not improved through the provision of modern accommodation in accessible locations, the economic profile and performance of the borough will further erode.

**3.8** There is a lack of opportunity within the borough's existing employment sites for high quality large scale logistics development. Westwood Park is not well located and Pemberton Park is too small and surrounded by houses. Landgate and the South Lancashire Industrial Estate and extension land at Stubshaw Cross are suitable but not

of the same quality as a site directly at junction 25, not least because of distance from the motorway junction - these sites will be complementary. The lack of opportunity, together with accessibility and site constraints, has been a significant factor in the borough missing out on key inward investment opportunities in recent years. B&M Bargains, Asda (additional to Wheatlea) and Wolseley UK all considered and rejected Wigan as a destination in favour of Speke, Skelmersdale and Buckshaw (Chorley) respectively.

**3.9** The development will create new job opportunities close to many deprived communities in the borough, including Worsley Mesnes which is within the top 10% most deprived in England in terms of employment indicators and Landgate which is within the top 15%. This will match job opportunities with local community needs, a key priority identified at national, sub-regional and local levels. Worklessness rates in the borough are above national and regional averages.

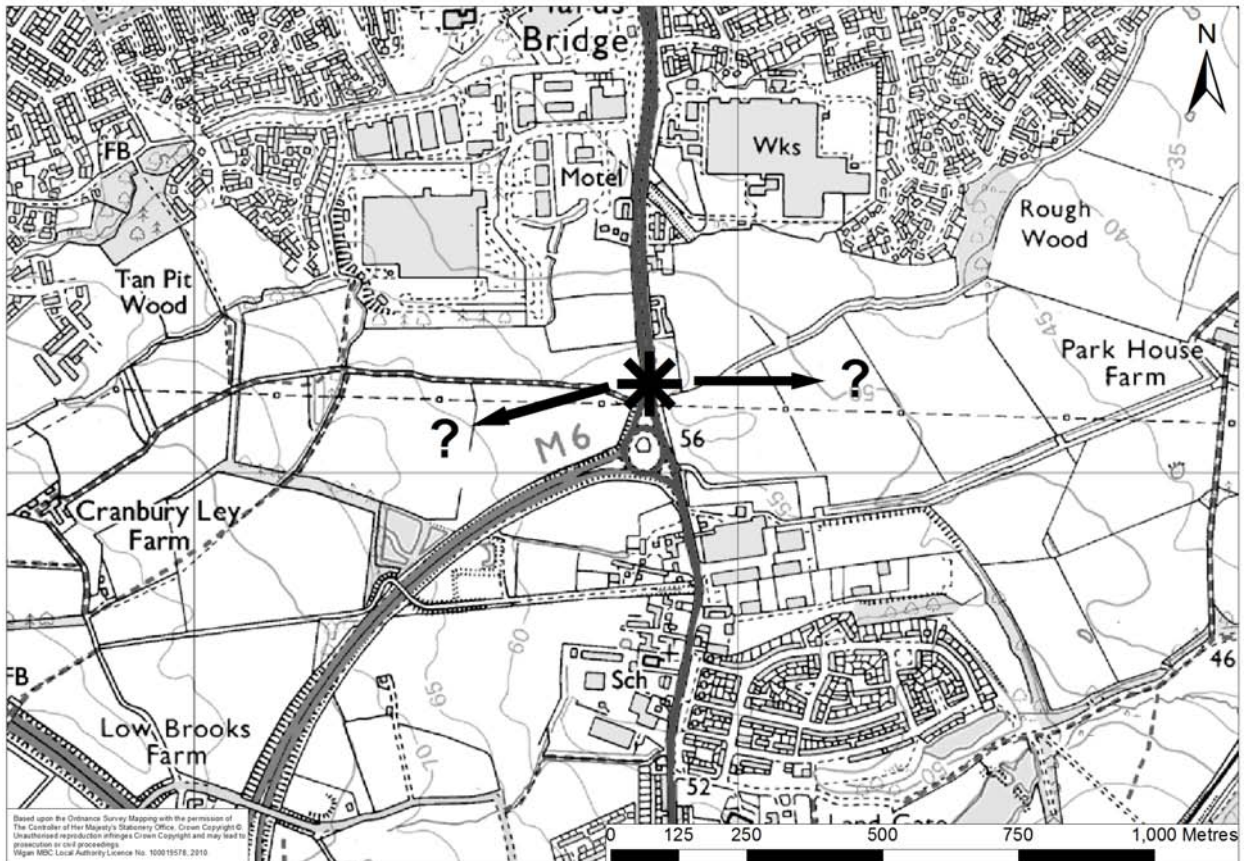
**3.10** Land in this location is not the best quality agricultural land. Land to the north of the M6 spur road and west of the A49 Warrington Road is classified as grade 4 and land to the east of A49 Warrington Road is grade 3c.

**3.11** Safeguards would have to be put in place to ensure that the development will have minimal amenity impacts on residential areas, particularly in terms of air quality, noise and visual impact. There would need to be a high quality landscaping scheme and use of buffer areas too.

**3.12** Development in this location will require a change to the Green Belt boundary. We recognise that the urban area would be extended into the countryside at a narrow gap between Wigan and Ashton-in-Makerfield. However, we believe that there is a strong case for the release of land from the Green Belt taking into account national planning policy.

**3.13** The presence of Green Belt alongside the borough's key strategic routes, most notably the M6 and M61, has stifled the opportunity to create strategically located employment sites in the borough. If Wigan is to take advantage of its strategic location, this needs to change.

## Proposed broad location for new development - M6 Motorway, South of Wigan



## The East Lancashire Road corridor

**3.14** In order to help to balance the local housing market by expanding the choice and range of housing types available, we have identified a 'broad location' along the East Lancashire Road, from Golborne to Astley, for lower density, higher value housing, which will include an element of affordable housing. From within this broad location a site or sites will subsequently be identified and allocated in a subsequent development plan document, likely to be our Allocations Plan or equivalent document. The attractive greenfield nature of sites in this area along with their location close to the East Lancashire Road, makes them uniquely qualified to provide higher value housing suitable for those needing to commute to Manchester or Liverpool, or for local people who might otherwise look out of the borough for their housing. It will help widen the attractiveness of the local housing market.

**3.15** Although this location is not within the east west core of the borough, where our strategy seeks to concentrate most new development, the location will make an essential contribution to the delivery of our spatial strategy for regeneration of the east-west core. With the reduced availability of credit, reduced land values and significantly reduced availability of public sector funding, it will not be possible to fully fund the infrastructure which is essential to develop some of the key sites and locations within the 'east west core', without some element of other cross-subsidy. In the circumstances, it is necessary to seek cross-subsidy from other, higher value developments such as proposed here. As such it will have an essential role in the delivery of our spatial strategy for regeneration of the borough.

**3.16** It is intended to capture a share of the value created by the development of a site, or sites, through the implementation of the Community Infrastructure Levy or similar mechanism, which will allow for the value realised from development to contribute to the provision of infrastructure needed to secure regeneration.

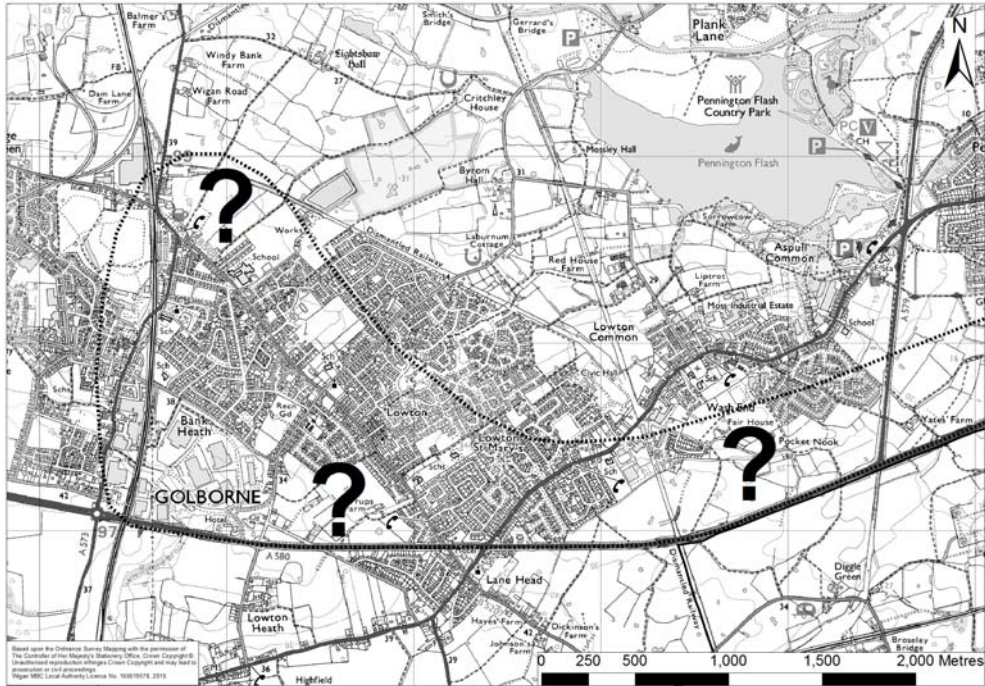
**3.17** There is also a need for further housing development land to make sure that we can meet all the needs for new housing through to 2026. We need to provide an average of around 1,000 new homes a year to accommodate the need arising from likely population growth and a continuing reduction in average household size. Nevertheless, we still need larger aspirational housing to ensure that more higher wage earners can live in the borough.

**3.18** The broad location at the East Lancashire Road corridor includes four large sites which have long been safeguarded to meet longer term development needs. They are not in the Green Belt. It is from these four sites that the choice of site or sites will be made. Whilst the sites are relatively attractive open land in agricultural use, they are not constrained by the effects of previous development and not restricted by nature conservation designations. Equally, none of these sites includes land that is 'best and most versatile' agricultural land, the higher agricultural quality which it is national policy to protect from development. As they are not in the Green Belt, they do not fulfil any of the purposes of Green Belts, such as checking the sprawl of large built-up areas or preventing towns from merging. Indeed they have and are supporting the function of the Green Belt by being reserved for development in the longer without needing to change Green Belt boundaries. They are suitable and available for development, having been reserved for that purpose for many years.

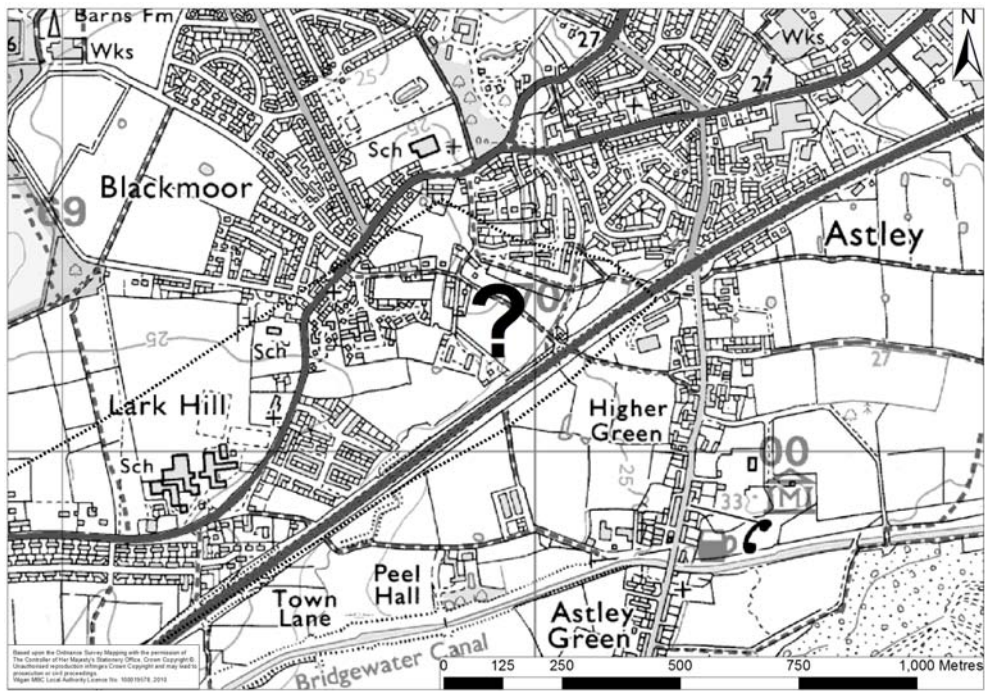
**3.19** The current consultation on the Core Strategy only relates to the principle of identifying such a broad location. The more detailed task of identifying and allocating the site or sites, deciding the amount of development needed and its precise type will be undertaken in the open and transparent process of preparing a future development plan document, most likely our proposed Allocations Plan (or equivalent), with all the opportunities for public engagement which the process enables and requires. Development would be phased to ensure that it came forward at the right time to contribute to our wider objectives.



### Proposed broad location for development - East Lancashire Road corridor at Golborne and Lowton



### Proposed broad location for development - East Lancashire Road corridor at Astley



## FOUR

### Draft spatial policies

**4.1** Our spatial portrait and key issues set out clearly that Wigan Borough has many strengths but also many challenges and that there are many differences between places within the borough. We need to make the most of where the borough has strengths while focusing on helping to tackle areas and issues where the borough needs to be stronger. As such our spatial strategy focuses the majority of development in the 'east-west core' of the borough.

**4.2** There are 5 draft spatial policies which set out the overall 'direction' for the borough. There is a statement prior to each draft policy making the link back to the policy principles at the Preferred Options stage (June 2009), showing 'where they have come from', and what has changed. At the end of each draft policy there is a consistent set of questions about the draft policy, its supporting text and the 'key delivery items' table, to make clear that we are consulting on the contents.

**4.3** When finalised and adopted by the council, all other policies and proposals in the Wigan Local Development Framework will have to conform with the 'spatial' and 'core' policies.

#### **Spatial strategy for Wigan Borough**

**4.4** This policy develops the former policy principles SP1 'Spatial Policy Principles for Wigan Borough' from the 'Preferred Options' stage (June 2009). The main change is the inclusion of 2 broad locations; one for housing along the East Lancashire Road corridor and the other for employment development at the M6 Motorway, south of Wigan. These are detailed in Policy SP4.



## Policy SP 1

Development will be directed primarily towards the east-west core of the borough, notably the towns of Wigan, Ince, Hindley, Platt Bridge, Leigh, Atherton, Tyldesley and Ashton-in-Makerfield, in order to achieve broad-based, transformational regeneration that makes them attractive places for people to live and businesses to locate and thrive.

In doing so the Borough will capitalise on its strategic location between the growth areas of Manchester, Liverpool and Central Lancashire, to be more competitive economically and attract businesses, diversify our housing offer and meet housing needs, improve our transport infrastructure and enable people to take advantage of the opportunities for education, jobs and leisure in those locations.

In the west of the borough development will be focused on Wigan, including the town centre, 'Wigan South Central' and a broad location for new employment development alongside the M6 motorway south of Wigan.

In the south-west of the borough development will be focused on Ashton-in-Makerfield, including the town centre and a broad location for new development at 'Landgate'.

In the centre of the borough development will be focused in Platt Bridge, Hindley, a key strategic site at Northleigh Park and a broad location for new development south of Hindley.

In the east of the borough development will be focused on Leigh, Atherton and Tyldesley, including their town centres, and at broad locations for new development east of Atherton and between Tyldesley, Astley and Mosley Common.

In the south of the borough a broad location for new lower density, higher value housing development is identified at the East Lancashire Road corridor.

An area from north to south through the core of the borough – its 'Greenheart' - will be enhanced as a high quality park area.

Elsewhere in the borough, in Standish, Aspull and Shevington, Orrell and Billinge and otherwise in Golborne, Lowton and Astley, development opportunities will be limited.

With the exception of the broad location for new employment development at the M6 motorway south of Wigan, the full extent of the Green Belt will be maintained.

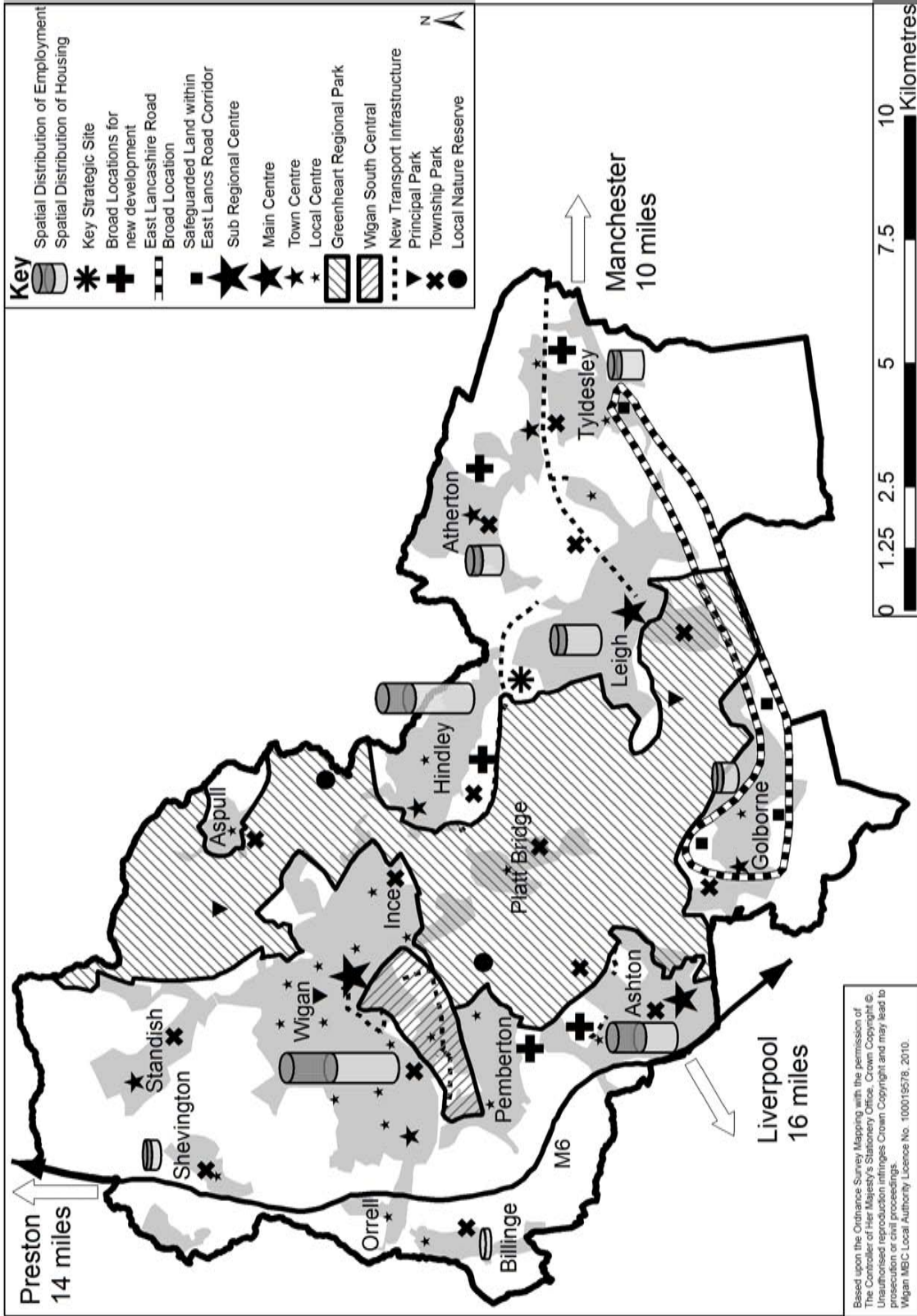
A community infrastructure levy or similar mechanism will be applied to ensure that all eligible development contributes to the delivery of the infrastructure that the whole borough needs.

**4.5** The inner area of the borough, stretched westwards to the M6 motorway and eastwards to the East Lancashire Road at Mosley Common, is where most of our economic and social deprivation is concentrated and where our environment is most degraded, primarily as a result of past mining and industrial activity, the decline of those activities and a shortage of investment in key infrastructure over many years. Our spatial strategy is clearly directed at ensuring that 'spatial planning' helps to tackle those issues, in partnership with private sector investment, the people of the borough and other services from the council and other agencies.

**4.6** There are a number of other policies that add directly to the contents of this policy but it is the full set of policies in this core strategy that together make up our spatial strategy. They set out the criteria for securing the right amount of development, of the right kind, in the right places, while ensuring that other important interests are safeguarded or improved, such as the quality of our environment. This is how we will help meet people's needs and improve the borough as a place to live in and invest in.

**4.7** We will also follow up the adoption of the core strategy with more detailed development plan document to allocate sites for development, and determine how much development of what kind will come forward at the 'broad locations' for new development that we have identified. This will need to accord with the core strategy.

**4.8** Our spatial strategy also recognises that we don't 'live in a bubble' and that we will never be able to compete with the big cities of Manchester and Liverpool for the range and extent of opportunities that they can offer and that people in the borough will want to, or could, take advantage of.



Draft key diagram

### Key delivery items - policy SP1 'Spatial strategy for Wigan Borough'

What?	Cost and funding?	Who?	How?	When?
Regeneration of 'east-west core' of the borough	From private development	Public and private development	From development	2010 to 2026

#### Question SP 1

Do you think that policy SP1 sets out the right spatial strategy for Wigan Borough - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Our town and local centres

**4.9** This policy combines the former 'policy principles' SP2 'Wigan town centre', SP7 'Leigh Central', SP11 'Ashton-in-Makerfield (part) and CP6 'Retail and centres', from the 'Preferred Options' stage (June 2009) but more strategically to cover our 'hierarchy' of town centres and local centres in one spatial policy. It does not cover other parts of Ashton-in-Makerfield - see policy SP4.

#### Policy SP 2

Our town centres will be enhanced as thriving, attractive and locally distinctive places, which can support a broad range of activities. Within these centres we will support proposals to improve opportunities for local or independent retail businesses, including the provision of appropriate and affordable accommodation.

## Wigan

Wigan is our 'sub-regional' town centre. It will be enhanced as the prime location for shopping, commercial services, education, leisure and cultural uses serving the west and centre of the borough and its wider hinterland and for office-based jobs. Our Area Action Plan for 'Wigan Central' will include the town centre, the Pier Quarter and the Wallgate area and will review the town centre boundary. It will contain detailed policies to:

1. Respond to the shift in activity eastwards within the town centre as a result of the development of the Grand Arcade and the 'Wigan Life Centre' in order to maintain its vitality and viability and its successful function as a large 'market town'.
2. Better integrate the town centre with surrounding areas.
3. Better integrate the provision of rail services between the two stations and with other forms of transport, notably bus services.
4. Improve the quality of the town's streets and spaces, including the planting of street trees.
5. Make it a more competitive location for economic development.

## Leigh

Leigh is a main town centre. It will be enhanced as the focus for shopping, commercial services, education, leisure and cultural uses serving the east of the borough and for office-based jobs. In our Area Action Plan for Leigh Central, we will review the town centre boundary, notably to the south and east, and develop detailed policies to:

1. Bring about an 'urban renaissance' in Leigh to raise its profile and image and create a thriving and prosperous centre.
2. improve the range of services and opportunities for people in the east of the borough.
3. increase the number of shoppers and visitors and the amount they spend and encourage people to stay longer.
4. improve accessibility overall, including linkages between the town centre and surrounding areas, prioritising delivery of the 'Leigh-Salford-Manchester Busway'.

### **Ashton-in-Makerfield**

Ashton-in-Makerfield is a main town centre. It will be enhanced as the focus for shopping, commercial services, leisure and cultural uses serving the south-west of the borough and for office-based jobs. The quality of the town centre environment and the connections between different parts will be improved. In order to achieve this improvement, opportunities to reduce the impacts of through traffic on the town centre will be explored.

### **Smaller town centres**

Atherton, Golborne, Hindley, Pemberton, Standish and Tyldesley are smaller town centres. They will be maintained and enhanced as the focus for a range of uses serving their respective communities.

### **Local and neighbourhood centres**

Aspull, Astley, Beech Hill, Borsdane, Bryn, Hawkley, Higher Folds, Higher Ince, Lower Ince, Lowton, Marsh Green, Newtown, Norley Hall, Orrell, Orrell Post, Platt Bridge, Scholes, Shevington, Shevington Vale, Springfield, Swinley (Mesnes Road), Swinley (Wigan Lane) Tyldesley (Sale Lane), Whelley, Winstanley, Worsley Hall and Worsley Mesnes are our local centres. These centres will be safeguarded by promoting and supporting schemes that retain their core 'convenience' focus for their local areas. We will review our local centres - including their boundaries and whether there is a need for a separate tier of smaller 'neighbourhood centres' in a future development plan document.

### **Out-of-centre development**

Outside the boundaries of these centres, proposals for retail and other 'town centre uses' will be determined in accordance with national planning policy, as appropriate.

**4.10** Wigan town centre is by far the largest centre in the borough with over 120,000 square metres of retail floorspace and over 300,000 visitors per week. It needs to reinforce its core functions of shopping and employment to remain competitive with similar centres in neighbouring areas. In addition, it needs to diversify and broaden its appeal to become a more attractive destination for the wider community. Areas such as the 'Northern

Crescent', the 'Eastern Gateway' and parts of the Pier Quarter have potential for development and improvement that will strengthen the role of the town centre. Work has started on our Wigan Central Area Action Plan that will set out where, how and when beneficial development can be accommodated within an expanded centre.

**4.11** Leigh is the second largest centre within the borough with over 55,000 square metres of retail floorspace. Our recent masterplan for Leigh town centre identified that it needs to increase its market share by clawing back spend from centres outside the borough and out-of-centre stores. There is also potential to increase the numbers of visitors, create more of a long-stay destination and to improve both the quality of the environment and the range of services and facilities available. Currently, the town centre does not fully capitalise on major facilities and nearby attractions such as Leigh Sports Village and Pennington Flash Country Park. We will identify a number of areas for investment and improvement and set out the required actions to create a more accessible and attractive centre, in the Leigh Central Area Action Plan.

**4.12** Ashton is the third largest centre in the borough with over 21,000 square metres of retail floorspace. A significant amount of local spend on shopping goes out of the town to other areas. There is a need to claw back some of this to achieve more sustainable shopping patterns in the south-west of the borough. A recent town centre masterplan identified a number of sites, including the Gerard Centre / Princess Road that could accommodate development and strengthen Ashton's position as a main town centre. However, through-traffic is a major constraint and agreement needs to be reached with the local community as to how we progress.

**4.13** Our other town centres and local centres play a vital role in providing a range of core services that people need regularly in the heart of their communities. Many of these centres have specific issues relating to accessibility, safety, car parking, congestion and environmental quality. In addition, there are a number of smaller groups of shops across the borough that offer an important local service and might appropriately be safeguarded by the development plan, either as local centres or as a separate 'tier' of neighbourhood centres.

**4.14** Improvements to all centres will be carried out as part of a wide ranging partnership approach. We will work with local communities and a range of development and investment partners to bring about beneficial developments, including assembling land through compulsory purchase powers if required. Where opportunities arise, we will carry out enabling works to ensure that our centres have the best chance of attracting investment.

**4.15** Our evidence base will be summarised in more detail in our Topic Paper 7 - Retail and Centres that we will update and re-publish alongside our draft Core Strategy.

#### **Key delivery items - policy SP2 'Our town and local centres'**

<b>What?</b>	<b>Cost and funding?</b>	<b>Who?</b>	<b>How?</b>	<b>When?</b>
Wigan Central Area Action Plan	Wigan Council Planning and Transport Strategy Budget	Wigan Council in consultation with all stakeholders	Preparation of Development Plan Document.	Commenced in July 2010 / Adoption in 2012
Leigh Central Area Action Plan	Wigan Council Planning and Transport Strategy Budget	Wigan Council in consultation with all partners	Preparation of Development Plan Document.	Commencement in 2013 / Adoption in 2015.
Planning applications for town centre / retail developments	Supporting evidence and fees / Development Implementation Budget	Private developers / landowners	Determination of applications in line with national and local policy	As required by developers.
Review of local and neighbourhood centres	Wigan Council Planning and Transport Strategy Budget	Wigan Council in consultation with all stakeholders	Preparation of Development Plan Document	Commencement in 2011 / Adoption in 2013



## Question SP 2

Do you think that policy SP2 is the right strategic policy for our town centres and local centres - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## A key strategic site - Northleigh Park

**4.16** This policy develops the former policy principles SP6 'Northleigh' from the 'Preferred Options' stage (June 2009) into a policy allocation as the only 'key strategic site' now proposed, with the site being larger than at the preferred options stage in response in part to representations received from landowners.

### Policy SP 3

Land between Leigh Road, Hindley Green, Westleigh Lane and Nel Pan Lane, Leigh, known as 'Northleigh Park' will be brought forward for a comprehensive high quality development of around :

- 44 hectares of housing,
- 8 hectares of new employment provision
- 18 hectares of strategic 'green infrastructure' (open space, woodland, walking and cycling routes, flood mitigation and wildlife space).

The scheme will involve the delivery of a number of benefits to the local area including:

1. a link road from the A579 Atherleigh Way to the A578 Leigh Road
2. good accessibility for bus services and direct pedestrian and cycle links between housing and the facilities that serve them.
3. measures to ensure the protection of the functional flood plain and restrict surface water run-off from the site into Westleigh Brook is to no more than existing rates.
4. good physical links for walking, cycling and, as appropriate, horse-riding within the site and to/from surrounding residential areas, and key locations in the

Greenheart Regional Park, and accommodating a section of the proposed National Cycle Network route 55.

5. the comprehensive remediation or mitigation of landfill, landfill gas, colliery spoil, mine shafts, coal seams and geological fault within the site.
6. the provision of appropriate community facilities
7. the provision of an appropriate level of affordable housing
8. high environmental standards in terms of energy efficiency, design and low carbon technologies

A masterplan will be agreed with, and approved by, the council and development will accord substantially with that approved masterplan. The masterplan and planning applications for the site will be informed by assessments relating to matters such as transport, viability, environmental constraints, housing need, drainage, flood risk, recreational open space, ecology and landscape.

**4.17** This is a large site of around 70 hectares that has been despoiled by previous activities including coal mining, quarrying, tipping, sewage treatment and mining. It has been partly reclaimed by nature and areas are used informally for dog walking and other activities, but it is of limited economic and social value relative to its potential.

**4.18** Development of around 44 hectares of housing will make a substantial contribution to meeting the borough's housing needs. It will also achieve the value needed to help secure the improved road infrastructure that, in turn, will help unlock the potential of the wider inner area of the borough. In particular, it will help deliver a new road link from Atherleigh Way to Leigh Road, Hindley Green. This will be necessary to secure jobs on part of the site, likely to be the north west where there are existing businesses. It will also improve the prospects for the employment area to the west of the site and for employment development in the borough generally.

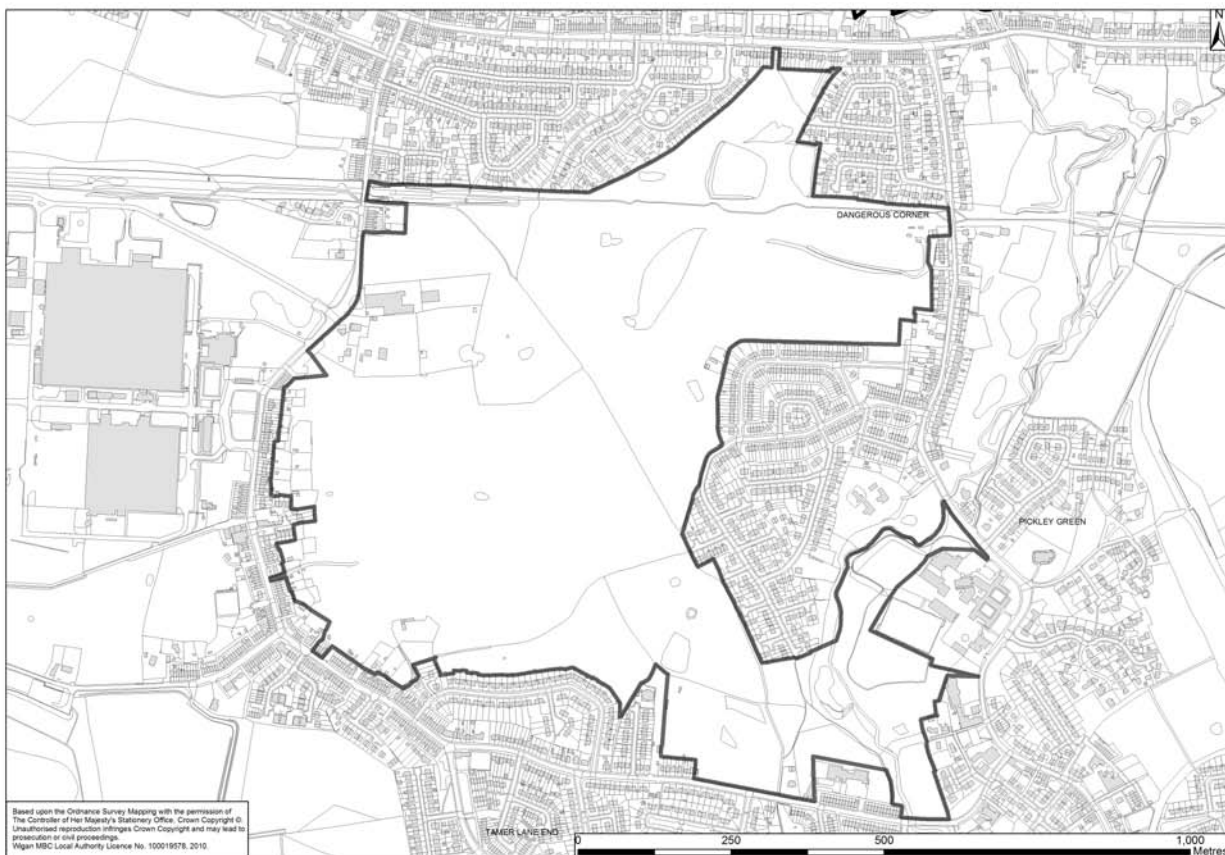
**4.19** Around 18 hectares of the site shall be for 'strategic green infrastructure' - this is open space between development rather than within it. This will provide a high quality context for the development. It will retain and improve habitats for wildlife, including the safeguarding of protected species in line with statutory requirements, and provide good recreational opportunities for local people. There will be connections for walking and

cycling into Greenheart westwards and to other recreational opportunities eastwards. The development of the site also provides the opportunity to resolve any flood risk issues, both on-site and downstream from it.

**4.20** This development provides a major opportunity to uplift one of the borough's most deprived areas. The provision of community facilities and an appropriate level of affordable housing will help to raise the quality and desirability of the area and the attractiveness of the local housing market.

**4.21** As the Core Strategy's only designated key strategic site, any development at Northleigh Park should be a flagship scheme. This site offers an excellent opportunity to promote high environmental standards in terms of energy efficiency, design and low-carbon technologies, and set an example for future major developments in the borough.

### Key strategic site at Northleigh Park



**Key delivery items - policy SP3 'A key strategic site- Northleigh Park'**

What?	Cost and funding?	Who?	How?	When?
Around 44 hectares of housing and 8 hectares of new employment provision.	Costs not known. Funded by private developer.	Private developer	Development of site	40% houses year 0-5, 50% year 5-10 and 10% year 10-15.
25 hectares of 'green infrastructure (open space, walking and cycling routes, flood mitigation and wildlife space)	Costs not known. Funded by private developer.	Private developer	Development of site	As development proceeds
A link road from the A579 Atherleigh Way to the A578 Leigh Road.	£7.3M funded by developer	Private developer	Site development conditional on provision of road	Prior to commencement of development

**Question SP 3**

Do you think that policy SP3 sets out the right strategic policy criteria for the development of the Northleigh Park site - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Broad locations for new development

**4.22** This policy combines the former policy principles SP5 'South of Hindley', SP9 'East of Atherton', SP10 'Garrett Hall, Astley' and SP11 'Ashton-in-Makerfield (part)' from the 'Preferred Options' stage (June 2009), but identifies them as 'broad locations for new development' rather than 'key strategic sites'. This means that the policy sets out the broad framework within which development will come forward, but the details of that development - its mix of uses, extent, boundaries and design are deferred to a subsequent development plan document.

**4.23** The major changes are that, in addition to 'Northleigh Park', three former 'key strategic sites' are not identified as 'broad locations for new development'. Of these 'Land at 'The Bell', Lamberhead Green' (former policy principles SP4) will remain in the Green Belt and is not proposed for development. The 'Westleigh Canalside' site (former policy principles SP8) will remain an unallocated site within the urban area. The 'Stubshaw Cross' site (former policy principles SP11 - part) will remain allocated as part of the South Lancashire Industrial Estate 'Primary Employment Area' in the Unitary Development Plan, which will be reviewed through our proposed Allocations Plan.

**4.24** Instead, two new 'broad locations' are proposed, at the 'M6 motorway, south of Wigan' and at the 'East Lancashire Road corridor', from Golborne to Astley.

### Policy SP 4

Sites for substantial new development will be allocated in a subsequent development plan document at the broad locations below. The extent, boundaries and other details of development in all of these locations will also be determined at that time against factors including further evidence of:

- the need for the development
- the scale of development required
- the capacity of infrastructure serving the area / site
- the ability to integrate the development with the local community
- the ability to deliver the development including the infrastructure needed.

### **1. South of Hindley**

A location for housing and employment development of up to 124 hectares, which will follow-on from the Northleigh Park development. A through-road from the A578 Leigh Road to the A58 Liverpool Road will be required and a substantial proportion of the site will be required for strategic green infrastructure, including the retention and improvement of existing facilities, notably Leyland Park and adjacent playing pitches, and the provision of links to Greenheart. The development will need to be effectively integrated with the existing town of Hindley.

### **2. East of Atherton**

A location of up to 45 hectares, for housing development close to the railway station and new 'low amenity' employment development as an extension of the existing 'Chanters Industrial Estate'. A through-road from the A58 Bolton Road to Tyldesley Old Road with a connection to Shakerley will be explored. There will be a substantial area of strategic 'green infrastructure' in between the two areas of potential development.

### **3. Garrett Hall, Astley**

A location of up to 28 hectares for housing development. A substantial proportion of the site will be required for strategic 'green infrastructure' which will also serve to provide a buffer from the employment area to the south.

### **4. East of Wigan Road, Landgate, Ashton-in-Makerfield**

A location of up to 45 hectares for employment development with the possibility of some housing, which will cross-subsidise the provision of infrastructure, including a bypass route for Bryn Cross to/from Bryn Road and the South Lancashire Industrial Estate. Existing playing field provision and fishing ponds will be safeguarded and there would be opportunities to improve links for local communities into Greenheart.

## 5. M6 motorway, south of Wigan

A location of around 40 hectares for high quality industrial and logistics (storage and distribution) development, with access to/from the A49 Warrington Road at, or close to, its junction with the M6 motorway spur road. The need for one or two sites and the removal of that land from the Green Belt will be determined in a subsequent development plan document.

## 6. East Lancashire Road corridor

A location for lower density, higher value housing. Although not within the 'east-west core' its development will help to balance the housing market and enable a share of the value of that development to be invested in the delivery of essential infrastructure in the east-west core.

The site options are all designated as land safeguarded for future development in the 2006 development plan. They are:

- Land at Rothwell's Farm, Lowton Road, Golborne
- Land east of Stone Cross Lane, Lowton
- Land at Pocket Nook Lane, Lowton
- Land at Coldalhurst Lane, Larkhill, Astley.

**4.25** These six broad locations are reserved for substantial new development as part of our overall spatial strategy for the borough. Their extent and boundaries, as well as the phasing of development within and between the sites, will be determined in a subsequent development plan document, against evidence of need for such provision.

**4.26** Together with the Northleigh Park development and large sites allocated in the 2006 development plan (that will themselves be reviewed in a subsequent development plan document as appropriate), they will be the areas of the largest and most significant concentrations of housing and employment development through to 2026.

**4.27** The 'South of Hindley' location is centrally located within the 'east-west core' of the borough. It is safeguarded for future development in the 2006 development plan. It is a mixed brownfield / greenfield, 'urban fringe' area and includes two areas of dereliction, grazing land, sport pitches, protected wildlife sites and Leyland Park, the 'township park'

for Hindley. While some of these are key assets and will need safeguarding and improving, much of the site is of limited economic and social value relative to its potential. Brought forward for development in the right way, in accordance with the policies in this core strategy, it would make a significant contribution towards the regeneration the borough in line with our spatial strategy.

**4.28** The 'East of Atherton' location is within the eastern part of the 'east-west core' of the borough, close to our boundary with Bolton Borough. It was safeguarded for future development in the 2006 development plan. It is an 'urban fringe' area used for grazing but is 'brownfield' on account of previous mining activity. The northern end is close to Atherton Station on the Wigan-Manchester railway line and high frequency bus services on Bolton Road, between Leigh and Bolton. It would therefore be a convenient location for commuting by public transport. The southern end of the site abuts Chanters Industrial Estate and offers the opportunity to extend that facility. A through road between Bolton Road and Tyldesley Old Road could act as a bypass for central Atherton. A link into Shakerley would open up that estate, which is currently a cul-de-sac and home to one of the most deprived communities in the borough. The means of achieving this without substantial through traffic in residential areas will be investigated further. Cutacre, a broad location for employment development in Bolton's core strategy, is close by to the north-east.

**4.29** The 'Garrett Hall' site is an attractive greenfield site in the eastern part of the borough which has potential to be developed as a high quality housing scheme for which there is an identified need in the borough. The development would integrate well with surrounding residential areas whilst the provision of a strategic landscape corridor around Honksford Brook would provide attractive recreational space, provide flood mitigation and provide a buffer between the site and employment areas to the south. The development would benefit from the Leigh Guided Busway which will adjoin the site and provide for rapid public transport commuting.

**4.30** The 'East of Wigan Road, Landgate, Ashton-in-Makerfield' location is within the south-western part of the 'east-west core' of the borough, close to Junction 25 of the M6 Motorway. It was safeguarded for future development in our 2006 development plan. It is primarily agricultural land but is 'brownfield' on account of previous mining activity. The A49 Wigan Road is a high frequency bus route between Wigan and Ashton. Congestion at the 'Bryn Cross' crossroads nearby acts as a major constraint on access to the South



Lancashire Industrial Estate to the south. A bypass for Bryn Cross from Wigan Road to Bryn Road could be achieved through part of the area, connecting into the existing Bryn Road bridge over the Wigan-Liverpool railway line. With the objective of maximising the employment land provision, some housing will be acceptable to help secure the site for development and the transport infrastructure needed.

**4.31** The 'M6 motorway, south of Wigan' location is between Wigan and Ashton-in-Makerfield within the 'east-west core' of the borough. A site or sites to the west and/or east of the A49 Warrington Road will be allocated for high quality industrial and logistics (storage and distribution) development. To the west it could form an extension to Wheatlea Industrial Estate and to the east an extension of development at Derbyshire Farm Business Park. This location, in close proximity and with direct accessibility to the M6 motorway, will contribute towards the transformation of the borough's profile as an employment destination. The development will require a change to the Green Belt boundary and the details of any changes will be determined through a subsequent development plan document.

**4.32** In order to bring land at Junction 25 of the M6 Motorway forward for development we must show that there are exceptional circumstances that warrant this change to the Green Belt; and that the omission of this land will not adversely affect the ability of the remaining Green Belt land to serve its primary purposes. This Green Belt case is provided in Chapter 3.

**4.33** The East Lancashire Road corridor from Golborne to Astley is not within the 'east-west core'. It is identified as a broad location for new development to help balance the local housing market. Specifically it will provide for lower density, higher value housing that would be unlikely to be developed in a significant quantity in the 'east-west core', at least prior to 2026, except at Garrett Hall, Astley, one of our other broad locations. Lower density means lower than average density for new development across the borough, with some development likely to be around 10 houses per hectare.

**4.34** From within East Lancashire Road corridor a site or sites will subsequently be identified and allocated in a future development plan document. The attractive greenfield nature of sites in this area, along with their location close to the East Lancashire Road,

makes them uniquely qualified to provide higher value housing suitable for those commuting to Manchester or Liverpool, or for business leaders in the borough who want to live locally.

**4.35** While not being in the east-west core it will contribute to the broad-based regeneration of that area. This will be achieved primarily by capturing a substantial share of the development value through a levy on such development. Provisions for such a levy have been made nationally and are likely to be advanced in one form or another. We will establish a levy locally once confidence has returned to the development industry, in order to contribute to the provision of infrastructure necessary to the delivery of development in the east-west core.

#### **Key delivery items - policy SP4 'Broad locations for new development'**

What?	Cost and funding?	Who?	How?	When?
Identification of sites for development in our Allocations Development Plan Document or other future development plan document	Wigan Council Planning and Transport Strategy Budget	Wigan Council	Adoption of Allocations Development Plan Document	2013

#### **Question SP 4**

Do you think that policy SP4 sets out the right broad locations for new development - if not, what are the right locations?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Greenheart

**4.36** This policy is new in that it draws together the policy on Greenheart in one place for the first time in the Core Strategy. However, the policy is consistent with a number of former policy principles at the Preferred Options stage (June 2009) including those on a number of former key strategic sites and on health and recreation, green infrastructure and wildlife habitats and species.

### Policy SP 5

The Greenheart of the borough will be enhanced as a high quality park area of significance for its diverse range of recreational facilities and wildlife habitats, within a thriving countryside setting that helps boost the borough's image, supports regeneration and encourages healthier lifestyles, by:

1. Supporting wildlife habitats and species of regional and national importance, including wetlands, waterways and woodlands.
2. Providing attractive and accessible recreational and leisure facilities to be enjoyed by residents and visitors.
3. Continuing the regeneration of derelict and despoiled land, including the site of the former Bickershaw Colliery and boosting the attractiveness of key employment sites such as Westwood, to provide sustainable economic benefits for local communities.
4. Exploring opportunities for renewable energy generation where it would not conflict with wildlife interests or recreation.
5. Enhancing and developing key gateway locations to Greenheart at Haigh Hall Country Park in the north, Wigan Flashes and Three Sisters at Ashton-in-Makerfield in the west, Amberswood near Hindley in the centre and Pennington Flash and the former Bickershaw Colliery at Leigh in the east.
6. Linking local communities in the borough and beyond, to a wide network of individual sites through good quality paths and trails, signage, interpretation materials and public art, including routes for cyclists and horse-riders.

**4.37** Greenheart covers 57 square kilometres in the heart of the borough, of which two-fifths is in public ownership. It is bordered by Wigan, Ince, Aspull, Hindley, Leigh, Lowton, Golborne and Ashton-in-Makerfield, and including Abram, Platt Bridge and Bickershaw. It is the 'green heart' of the borough and abuts most of the settlements that make up the 'east-west core', where we are focusing most development. Greenheart is also predominantly Green Belt.

**4.38** Much of the area has been despoiled by mining and industrial activity but since the 1970's, work has been ongoing to reclaim it. An extensive network of community parks, wetlands, grasslands, nationally important and sensitive habitats, recreational facilities, restored canals and public rights of way has begun to take shape which provides a valuable asset to the borough's residents, as well as drawing in visitors from a wider area. Harnessing these assets together can help to deliver Greenheart's potential as a key driver of the area's environmental, economic and social regeneration, improving the image of the borough and promoting healthier lifestyles.

#### Key delivery items - policy SP5 'Greenheart'

What?	Cost and funding?	Who?	How?	When?
Greenheart Vision and Action Plan	Opportunity grants and funding regimes, Section 106 contributions, unilateral undertakings and partnership support.	Heritage Lottery Fund, Forestry Commission, Natural England, Private Sector, Lancashire Wildlife Trust, Red Rose Forest, Groundwork, Community Groups	Partnership working	Long term. Not time limited, as opportunities arise.
Preparation of Green Infrastructure Plan	Planning & Transport Strategy budget	Wigan Council, Lancashire Wildlife Trust, Red Rose Forest, Natural England, Environment	In line with the Greater Manchester Green Infrastructure	2011/12

What?	Cost and funding?	Who?	How?	When?
		Agency and other agencies and bodies	Strategy and Action Plans	
Maintenance and management of green infrastructure	Landowners, developers, grant funding such as national lottery and national agency.	Wigan Council, Developers, the people of the borough, Wigan Leisure and Culture Trust and other agencies and bodies	An integrated, partnership approach	Ongoing

### Question SP 5

Do you think that policy SP5 sets out the policy for Greenheart - if not, why not?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## FIVE

## Draft core policies

**5.1** There are 19 draft core policies covering the full range of social, economic and environmental 'topics' relevant to 'spatial planning'. Each have a bearing on all three matters but we start with those that are primarily social matters, move onto those that are primarily economic, and conclude with those that are primarily environmental. Each draft policy should not be read in isolation but together as a set of draft core policies. They should also be read in the context of the draft spatial policies which set out the overall 'direction' for the borough.

**5.2** As with the draft spatial policies, there is a statement prior to each draft policy making the link back to the policy principles at the Preferred Options stage (June 2009), showing 'where they have come from', and what has changed. At the end of each draft policy there is a consistent set of questions about the draft policy, its supporting text and the 'key delivery items' table, to make clear that we are consulting on the contents.

**5.3** When finalised and adopted by the council, all other policies and proposals in the Wigan Local Development Framework will have to conform with the 'spatial' and 'core' policies.

### Health and well-being

**5.4** This policy brings forward the 'health' part of the former policy principles CP1 'Health and recreation' from the 'Preferred Options' stage (June 2009). The spatial priorities are refined and a requirement has been introduced for health impact statements to be submitted in support of major planning applications.

#### Policy CP 1

We will help improve health and well-being and substantially reduce health inequalities in the borough by:

1. Actively pursuing the provision of new and improved accommodation for community-based healthcare where such improvements are still needed, including

in or around Scholes local centre and Ashton and Standish town centres and in response to development at Northleigh Park / south of Hindley, taking opportunities to co-locate with other services wherever practicable.

2. Supporting the enhancement of acute healthcare provision in Wigan and Leigh and improved accessibility to key acute healthcare locations outside of the borough, such as at Liverpool and Manchester.
3. Requiring a Health Impact Assessment to be submitted in support of all development proposals for which an Environmental Impact Assessment is required (or other proposals where the council considers that a Health Impact Assessment is needed) showing, as far as is reasonable, how the proposals will impact positively on health and well-being.
4. Requiring a health impact statement to be submitted in support of all other major development proposals (or other proposals where the council considers that a Health Impact Statement is needed) showing, as far as is reasonable, how the proposals will impact positively on health and well-being.

**5.5** The health and well-being of people in Wigan Borough is a major issue. The figures are stark. Over one-fifth of the population is obese; over one-quarter of all adults are smokers; one-third drink alcohol at hazardous or harmful levels; breastfeeding of babies is well below the national average; rates of circulatory disease, although falling, are still high; and the number of people suffering mental health problems is increasing. All in all, over one-quarter of people live in areas that are amongst the 10% most deprived in England for health and disability, and no part of the borough is amongst the 40% least deprived. Male and female life expectancy is amongst the 20% lowest nationally. And perhaps the starkest figure of all: there is a 7 year gap in life expectancy between our most deprived and least deprived neighbourhoods.

**5.6** Tackling health deprivation head-on is therefore one of our main priorities and spatial planning needs to contribute fully. Our spatial strategy focuses on the areas of the borough with the most acute levels of health deprivation. The location and design of development can facilitate walking and cycling as part of everyday life; access to recreational facilities can also enable people to lead healthier lives; opportunities to learn and work can help make people feel better about themselves; and attractive high quality environments and the provision of a wide range of services locally can help people to feel better about where

they live. As part of this the programme of providing new and improved community-based healthcare facilities needs to be completed when funding allows, notably in Scholes, Ashton and Standish and as part of the substantial new community at Northleigh Park / south of Hindley, if required.

**5.7** A health impact assessment will be required for all development proposals for which an Environmental Impact Assessment is required (or other proposals where the council considers that a Health Impact Assessment is needed), based upon prevailing good practice. It may be part of that wider assessment process or, indeed, any other assessment. A health impact statement will be required for all other development proposals other than householder developments. They should be carried out as part of the design process and need not be onerous. For a small scale development it might be a checklist of the issues listed showing that they have been considered. It could be part of a Design and Access statement. A health impact assessment or health impact statement could include consideration of the following factors:

- Promoting increased opportunities for recreation and leisure
- Providing opportunities for people to grow their own food
- Providing opportunities for better education and skills
- Providing opportunities for rewarding work
- Providing housing that will make good homes
- Contributing to the provision of a dynamic mix of uses in town and local centres
- Enabling easy access to a range of shops and services
- Encouraging walking and cycling as part of everyday life
- Reducing the adverse impact of traffic on quality of life, including noise, air quality and safety
- Enhancing the environment where people live or otherwise spend a lot of time, such as in our town centres
- Improving opportunities for people to appreciate wildlife in the natural habitat
- Reducing the adverse impacts and adapting to the likely effects of climate change.

**5.8** We will provide guidance on this policy in the form of a supplementary planning document.

**5.9** Our evidence base will be summarised in more detail in our Topic Paper 1 'Health and Recreation' that we will update and re-publish alongside our draft Core Strategy.



**Key delivery items: Policy CP1 - Health and well-being**

What?	Cost and funding?	Who?	How?	When?
New community-based healthcare accommodation in Scholes, Ashton and Standish	To be confirmed	NHS Ashton, Leigh & Wigan or successor body/bodies	Construction of 3 new health centres.	When funding allows.
New community-based healthcare accommodation at Northleigh / south of Hindley	Funded by the development.	As above	Construction of one new health centre.	Prior to completion of development at Northleigh in 2021
Health impact assessments / statements	Funded by the applicant for planning permission / developer	Developers / applicants for planning permission	Through the planning application process, beginning at 'pre-application' whenever possible	Ongoing as part of 'development management'
Health and well-being supplementary planning document	Planning & Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	To be confirmed

### Question CP 1

Do you think that policy CP1 sets out the right strategic planning policy for health - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Open space, sport and recreation

**5.10** This brings forward the 'recreation' part of the former policy principles CP1 'Health and recreation' and the former development management policy principles DM1 'Open space, sport and recreation' from the 'Preferred Options' stage (June 2009). More detailed standards will now be established as part of a subsequent development plan document.

### Policy CP 2

We will protect and enhance valuable open spaces and recreational facilities so as to maximise opportunities for people to undertake a wide range of sport and recreation activities throughout the borough, by:

1. Maintaining and enhancing our 3 'principal parks' (Mesnes Park, Wigan and Haigh Hall and Pennington Flash Country Parks) and 15 'township parks' as the focus for a wide range of informal and formal play, recreation and sports activities within the borough or their township respectively, to a high standard in line with 'Green Flag' status.
2. Increasing the number and availability of allotments at accessible locations relative to need.
3. Maintaining and enhancing our Local Nature Reserves and designating new reserves, especially in the east of the borough, to conform with national standards.
4. Maintaining and enhancing our other natural and semi-natural green space and our larger areas of amenity green space (over 0.25 hectares), so that they are safe and that informal play and compatible recreational uses are encouraged and good public access is maintained, only allowing the loss of such an area

where it is of low community value and there is comparable or better alternative provision.

5. Supporting the community use of school and club-based sport and recreation facilities and ensuring that such use is incorporated in new or replacement provision when possible.
6. Maintaining and enhancing walking and cycling routes through parks and open space where they provide appropriate links within the wider network of routes.
7. Determining proposals for development that would result in the loss of open space or land or buildings in use or most recently in use for sport and recreation, in accordance with national planning policy and our local standards below and to be established in a subsequent development plan document.
8. Maintaining and improving other opportunities for sport and recreation activities, notably:
  1. Play space for people who live more than 500 metres from one of the principal parks or township parks.
  2. Provision for football, rugby and other pitch sports, with an emphasis on improving the quality of pitches and the provision of changing facilities and increasing provision for mini and junior players relative to senior pitch provision.
  3. Provision for cricket, notably enhancing the quality of pitches.

**5.11** Less than one-third of adults in Wigan borough are sufficiently active for it to benefit their health. Indeed, a larger proportion of the other two-thirds are engaged in low levels of, or no, physical activity. This rises to a full two-thirds in our most deprived areas with physical activity rates being lowest in parts of Wigan and Leigh. Amongst 18-34 year olds, one in six undertake no physical activity at all.

**5.12** Participating in leisure and recreation activities is known to have positive effects on health and well-being. As such it is important for communities to have access to a range of leisure opportunities, including indoor and outdoor sports facilities, parks and open spaces that are of an appropriate standard. We know that the quality of provision needs to be improved. In a recent survey only half of the respondents were satisfied with the borough's sports facilities and leisure centres.

**5.13** Wigan Borough covers a large area and investment in open space needs to be targeted to ensure meaningful improvements. As an example of this, the Wigan Leisure and Culture Trust has identified the most important parks borough-wide and in each township as priorities for investment which are listed in the table below and on the key diagram. Investment is needed to regenerate some of these parks and upgrade others and management / action plans are in place for 7 of the sites managed by the Wigan Leisure and Culture Trust.

#### **Principal Parks, Township Parks and Local Nature Reserves in Wigan Borough**

<b>Principal Parks</b>	<b>Township Parks</b>			<b>Local Nature Reserves</b>
Haigh Country Park, Haigh / Wigan	Alexandra Park, Newtown	Lilford Park, Leigh	The Bonk, Golborne	Wigan Flashes
Mesnes Park, Wigan	Walmesley Park, Ince	Central Park, Atherton	Ashfield Park, Standish	Borsdane Wood, Hindley
Pennington Flash Country Park, Leigh	Leyland Park, Hindley	Astley Street Park, Tyldesley	Aspull Civic Park	Greenslate Water Meadows, Orrell
	Abram Park	Jubilee Park, Ashton	Shevington Park	Low Hall Park, Platt Bridge
	Pennington Hall Park, Leigh	Three Sisters, Ashton	Orrell Water Park	

**5.14** The table and key diagram also include our four Local Nature Reserves. We need to identify further reserves to meet national standards for accessibility, especially in the east of the borough.

**5.15** Providing open space through the development of new housing will ensure that standards for types of open space can be met, either on-site or off-site in an appropriate location. Developer contributions are also a major funding source for play equipment at

such sites, to ensure that communities have access to play provision. Our Supplementary Planning Document on 'Provision for open space in new housing developments' will continue to apply until updated or incorporated into wider policy guidance as appropriate.

**5.16** Much of this policy will be applied through work with Wigan Leisure and Culture Trust, who are a key stakeholder for open space, sport and recreation in the borough. The trust is responsible for the maintenance of play equipment and a number of larger open spaces in the borough. Wigan and Leigh housing manage open spaces that are in their housing estates. In addition, it is expected that we will utilise the value arising from new development to gain benefits for the community through, for example, the identification of new open space facilities on the larger development sites or through the development of open spaces and play facilities on new housing sites.

**5.17** Our evidence base will be summarised in more detail in our Topic Paper 1 'Health and Recreation' that we will update and re-publish alongside our draft Core Strategy.

#### Key delivery items: Policy CP2 - Open space, sport and recreation

What?	Cost and funding?	Who?	How?	When?
Township and principal park improvements	Developer contributions, Wigan Leisure & Culture Trust, grants such as national lottery funding	Wigan Council and Wigan Leisure & Culture Trust	In line with our supplementary planning document 'Open space in new housing' and Wigan Leisure & Culture Trust's Parks & Greenspace Strategy	As funds allow, including timescales determined by developer contributions
Improving pitch provision	Developer contributions, Wigan Leisure & Culture Trust budget	Wigan Council and Wigan Leisure & Culture Trust, Private sports clubs	Through Wigan Leisure & Culture Trusts capital programme, As part of Key Site	As funds allow, including timescales determined by

What?	Cost and funding?	Who?	How?	When?
			development, Through new school or private provision with public access	developer contributions
Increasing allotment provision	Developer contributions and through rationalising provision.	Wigan Council and Wigan Leisure & Culture Trust	In line with our Allotments Strategy	As opportunities arise
Designating new local nature reserves	Unknown	Natural England, Wigan Council	In accordance with legislation	As opportunities arise

### Question CP 2

Do you think that policy CP2 sets out the right strategic planning policy for open space, sport and recreation - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Community facilities

**5.18** This policy brings forward only part of the former policy principles CP2 'Strong, safe and attractive communities' from the 'Preferred Options' stage (June 2009), as the change of title suggests. Other aspects are brought forward as part of policies CP10 'Design' or CP18 'Environmental protection' or are covered generally in policies SP1 'Spatial development' or CP1 'Health and well-being'.

### Policy CP 3

We will extend and enhance opportunities for people to participate in community activities by:

1. Enabling the provision of new and improved community facilities for the purpose of accommodating meetings, worship, social activities and events, performances and other community activities and services, including through the means of sharing facilities, where appropriate, such as at schools, libraries and health centres.
2. Requiring new community facilities to be accessible to the communities that they are intended to serve, preferably being in or around the town centre or local centre serving the area.
3. Requiring the provision of appropriate community facilities in new large scale developments.
4. Only allowing development that would result in the loss of a community facility when either:
  1. It can be demonstrated that there is no longer a need for the facility; or
  2. An alternative facility of equivalent or better standard will be provided, either on-site or elsewhere, in accordance with the provisions above.

**5.19** Despite their value to our local communities, some of the boroughs community buildings are in poor locations, have outdated designs and are becoming increasingly expensive to maintain. There is also a growing scarcity of resources to address these fundamental issues.

**5.20** Communities need the right facilities for the purpose of group or public meetings, worship, club activities, socialising and public performances. They can make do with inadequate provision but if communities are really going to prosper, with a wide range of activities and other opportunities for people to come together on matters of shared interest, they need the right facilities, in the right buildings, in the right locations and must be financially sustainable.

**5.21** Major new housing development schemes give the opportunity to provide such community facilities from the outset as part of the comprehensive master planning of such sites. The Allocations Development Plan Document will detail how such provision will be made in the planning of key sites.

**5.22** We need to make the best of what we have and seek to replace what cannot be brought up to standard. The principle of shared use is now well established, as both an efficient use of resources and an effective approach in broadening community use and ownership of facilities.

**5.23** A Community Buildings Strategy will be produced by our Local Strategic Partnership to help guide the restructure of our community facilities so that they are accessible and suitable for the whole community. This may also involve an annual capital investment programme, which could be part financed by infrastructure contributions from new developments.

**5.24** Our evidence base on community facilities will be summarised in more detail in our Topic Paper 3 'Community development and involvement' that we will update and re-publish alongside our draft Core Strategy.

#### Key delivery items: Policy CP3 - Community facilities

What?	Cost and funding?	Who?	How?	When?
New and improved community facilities	Developer contributions, grant funding	Developers, Wigan Council with Wigan Borough Partnership	Construction of new community facilities and upgrades of existing facilities	When funding allows
Community buildings strategy	Developer contributions, community grants. Local Strategic Partnership support	Wigan Council with Wigan Borough Partnership	Investment in community buildings	When funding allows



### Question CP 3

Do you think that policy CP3 sets out the right strategic planning policy for community facilities - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Education and learning

**5.25** This policy brings forward parts of the former policy principles CP3 of the same name from the 'Preferred Options' stage (June 2009). However, the loss of the 'Building Schools for the Future' programme has meant that we have had to step back considerably from the spatial aspects previously stated.

### Policy CP 4

We will help to substantially improve levels of knowledge, skills and qualifications in the borough and reduce inequalities in education and learning, by:

1. Supporting proposals for new and substantially improved schools and school buildings, either on their existing site or on a suitable alternative site, that will help inspire and motivate people to learn.
2. Enabling the provision of new and improved vocational training, particularly for young people.
3. Supporting the modernisation and expansion of Further Education provision in the borough, particularly in central Wigan and central Leigh, and supporting proposals to improve accessibility to existing college sites on the western fringe of the borough and to/from colleges and universities in neighbouring districts that serve the borough.
4. Supporting the provision of appropriate facilities to provide targeted training and support to achieve employment / re-employment, particularly in areas such as Scholes, Worsley Hall and Worsley Mesnes in Wigan and Westleigh and Higher Folds in Leigh, where there are high numbers of working age adults on benefits.

5. Facilitating the use of the built and natural environment as an 'outdoor classroom', both for formal and informal education, by providing on-site information and facilities, focusing on our town centres and accessible countryside, particularly in 'Greenheart'.
6. Ensuring the improvement, protection, and enhancement of sporting facilities, including playing pitches and fields, as part of education provision.
7. Seeking developer contributions towards the funding of employment skills training, facilities and associated skills.

**5.26** Skill and qualification levels in Wigan Borough are below national and regional averages. The percentage of pupils achieving 5 GCSEs A\*-C is comparable to the England average; however, if achievement including Maths and English is included, Wigan is 1.1% below the average. The percentage of working age residents qualified to NVQ levels 2, 3 and 4 are also well below the England average. There are higher than average rates of 16-18 year olds not participating in education, employment or training and people of working age claiming out-of-work benefits, for which low skill levels and poor qualifications are key contributors. These issues are particularly acute in parts of north-west Wigan and Atherton, which are within the top 3% most deprived in England for education, skills and training.

**5.27** To improve on this position, more people need to be inspired to learn but a high proportion of our school buildings are out-dated in respect of providing modern learning environments. A number of schools have condition led requirements; have suitability needs to support the curriculum effectively; and have insufficient usable capacity to meet current needs and legislative requirements. In terms of condition, there is approaching £64 million in needed repairs of which £20m is attributable to those of an essential nature. Although a large number of surplus places have been removed, there are some areas where pupil numbers are declining hence some surplus places remain. In other areas, birth rates have risen, causing pockets in which places are in short supply and consequently a relatively small number of overcrowded schools.

**5.28** Wigan Council was within the Building Schools for the Future programme, and had secured £80 million to deliver Phase 1 of 3 proposed. Phase 1 was to focus on transforming secondary education in the east of the borough and was expected to be completed by the end of 2013. However, the new Coalition Government in 2010 scrapped

the funding programme resulting in the Council's project being stopped. The Council has lodged an appeal to overturn this decision and is awaiting a result. Funding sources will be explored to enable the required transformation of secondary school provision to be a reality.

**5.29** Primary Capital Programme funding and Basic Needs funding are currently in place to deliver new and improved primary school provision. The modernisation and expansion of further education provision is currently within the remit of the Skills Funding Agency. However, there is currently a major Capital Spending Review underway which could significantly change the way education investments will be funded.

**5.30** '14-19 Capital Funding' has been secured to deliver a 14-19 Centre proposed at PEMBEC, west Wigan in 2011 and Hesketh Fletcher, Atherton in 2012.

**5.31** Our evidence base on education and learning will be summarised in more detail in our Topic Paper 4: 'Education and Learning' that we will update and re-publish alongside our draft Core Strategy.

#### Key delivery items: Policy CP4 - Education and learning

What?	Cost and funding?	Who?	How?	When?
Primary schools	Primary Capital Programme Funding*, Basic Needs Funding*	Wigan Council	Modernisation and replacement of secondary school provision	When funding allows
Secondary schools	Awaiting decision of appeal to overturn decision to cut BSF funding. Funding sources will be explored	Wigan Council	Modernisation and replacement of secondary school provision	When funding allows

What?	Cost and funding?	Who?	How?	When?
14-19 Provision	14-19 Capital Funding*	Wigan Council	Provision of 14-19 Centres at PEMBEC and Hesketh Fletcher	PEMBEC in 2011 and Hesketh Fletcher in 2012
Modernisation of further education	Skills Funding Agency*	Wigan and Leigh College, Winstanley College, St John Rigby College.	Colleges submitting funding bids to the Skills Funding Agency	When funding allows
Assessment of planning applications for education facilities	Supporting evidence and fees / Development implementation budget	Applicants / Wigan Council	In line with development management processes and procedures	As required by developers
Provision of employment skills training, facilities and associated skills	Developer contributions	Developers of economic development	To be confirmed	Ongoing

\* Funding sources may change under the Capital Spending Review.

#### Question CP 4

Do you think that policy CP4 sets out the right strategic planning policy for education and learning - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Economy and employment

**5.32** This policy brings forward the former policy principles CP4 of the same name from the 'Preferred Options' stage (June 2009), with minor changes only. The former development management policy principles DM2 'Employment land and buildings' will now be reviewed through a subsequent development plan document.

### Policy CP 5

We will help create the right conditions for sustainable economic growth; boost our economic performance and profile; and provide a wider range of job opportunities, by:

1. Bringing forward a range of employment sites of the right quality in terms of location, accommodation provision and supporting infrastructure, to attract, maintain and grow businesses, notably within Wigan South Central and elsewhere in the east-west core of the borough. The range of sites will focus on providing opportunities for the following key employment sectors in particular:
  1. Manufacturing and engineering, including food and drink processing
  2. Logistics / distribution
  3. Digital information and communications technology
  4. Creative/digital/new media
  5. Financial and professional services
  6. Environmental technologies
  7. Construction sector businesses.
2. Against the qualitative factors set out above, providing up to 250 hectares (gross) of employment land to meet requirements between 2010 and 2026, including reviewing sites allocated previously and undeveloped.

3. Safeguarding existing employment sites and buildings that are capable of continuing to meet the needs of employment uses and for which there is likely to be sufficient demand.
4. Ensuring a suitable supply of small, cost-effective premises for new business start-ups, including managed 'incubator' accommodation.
5. Ensuring that there is a phased approach to the availability of employment land, with effective mechanisms in place to maintain a sufficient supply of suitable sites that are readily available and attractive to investors.
6. Promoting Wigan, Leigh and Ashton town centres as key locations for businesses and jobs.
7. Securing affordable access for key employment locations to next generation broadband infrastructure.
8. Enabling good public transport access to key employment locations both within and outside the borough for job opportunities, notably Manchester, Salford, Bolton, Warrington, Liverpool and Preston.
9. Seeking local employment initiatives through planning obligations or other mechanisms as appropriate.

**5.33** Despite its strategic location at the heart of the North West, Wigan Borough is poorly regarded as a business location primarily due to a negative image/perception of the area and poor accessibility from the strategic road network (motorways). This contributes significantly to a local economy which under performs at the national, regional and sub-regional level.

**5.34** A high concentration of jobs are low skilled and within declining sectors of the economy, notably in manufacturing and engineering. There are low levels of skilled jobs and few businesses within 'key growth' and knowledge intensive sectors such as Financial and Professional Services and ICT Digital. This contributes to a low wage economy with wages on average 8% below sub regional and regional averages and 17% below national levels. Worklessness rates are also consistently higher than average, with particularly high levels of incapacity benefit claimants and young Job Seekers Allowance claimants.

**5.35** The severe economic downturn has had a significant impact in the borough with sectors which dominate the local economy being the hardest hit. Evidence suggests that the sectors identified in the policy are best placed to aid the economic recovery and that,

in addition to attracting knowledge sectors, the borough should build upon its current strengths, in particular its successful manufacturing base, to create opportunities for local businesses to prosper.

**5.36** Poor broadband speeds also hinder business investment in the borough. However, significant proposals are in place to develop next generation digital infrastructure across the Manchester City Region, including in Wigan. A delivery plan at the City Region level is being prepared by the Manchester Digital Development Agency and a 4 year build out programme from 2010-14 is envisaged. Its implementation will be funded through government grants.

**5.37** Low levels of self-employment and enterprise initiative are also key barriers to employment. The proportion of self-employed in Wigan is 6.3%, much below surrounding commuter areas, the North West and the UK. The provision of cost-effective premises and incubator units will provide opportunities for business start ups in the borough and promote entrepreneurial activity.

**5.38** Up to 250 hectares of employment land is equivalent to 15-16 hectares per year. Most of this employment land will be provided in the 'east-west core' of the borough, as set out in the table below. Development sites will include part of Northleigh Park, land within our Primary Employment Areas and sites to be identified within our 'broad locations' for new development. Other new sites may also need to be identified in line with this core strategy. The full range of sites will be identified and allocated in subsequent development plan documents, beginning with our Allocations Plan or equivalent.

**Anticipated spatial distribution of new employment development by Township,  
2010-2026**

Township	%
Wigan (including Winstanley and New Springs)	37
Hindley and Abram	19
Ashton and Bryn	22
Leigh	7

Township	%
Atherton	6
Tyldesley and Astley	7
Golborne and Lowton	1
Standish, Aspull and Shevington (excluding New Springs)	1
Orrell and Billinge (excluding Winstanley)	0

### Employment Uses

For the purposes of this policy, employment uses include uses within Use Classes B1 business, B2 general industry and B8 storage and distribution. Outside of the Use Classes Order, employment uses that may be appropriate include a builder's merchant; builder's yard, gardening/horticultural contractors base; civil engineering depot; demolition contractor's yard; transport depot; haulage yard; coal merchant; scrap yard; waste transfer depot; waste transfer and recycling facilities; utility company depot; security business; private hire business; plant hire; skip hire; and trade counter. However, not all employment uses will be appropriate in all employment locations.

**5.39** Employers and developers will be required, through planning obligations, to enter into local labour and training agreements, appropriate to the individual development, to ensure that the borough's residents are able to access the employment opportunities that are provided within the borough.

**5.40** Our evidence base will be summarised in more detail in our Topic Paper 5 'Economy and Employment' that we will update and re-publish alongside our draft Core Strategy.



### Key delivery items: Policy CP5 - Economy and employment

What?	Cost and funding?	Who?	How?	When?
Allocate sufficient land to meet employment land requirements and ensure a phased approach to the availability of employment land	Planning & Transport Strategy budget and development sector investment in supporting evidence as appropriate	Wigan Council with key stakeholder involvement including landowners, developers and businesses	Producing and adopting development plan documents	2011-2014 in the first instance
Ensure a constant supply of at least 50 hectares of employment land	Landowners, potential grant support	Landowners, developers, Wigan Council, infrastructure companies	Annual monitoring, working with key stakeholders.	Ongoing
Assessment of planning applications for employment development	Supporting evidence and fees / Development implementation budget	Applicants / Wigan Council	In line with development management processes and procedures	As required by developers
Develop up to 250 hectares (gross) of employment land to meet requirements for 2010 - 2026	Planning & Transport Strategy budget, Regeneration Agency budget, Development sector finance	Landowners, developers and end-user businesses with public sector assistance	Development briefs, marketing and advocating, implementing and according with planning permissions, on	Ongoing through to 2026 in terms of this plan

What?	Cost and funding?	Who?	How?	When?
			site development, securing end users	
Review and safeguard existing employment sites (Primary Employment Areas)	Planning & Transport Strategy budget and private sector investment in supporting evidence, as appropriate.	Wigan Council with key stakeholder involvement including landowners, developers and businesses	Producing and adopting development plan documents	2011-2014 in the first instance
Secure affordable access to next generation broadband infrastructure at key employment locations	Funding from the successor of the NWDA (Local Enterprise Partnership); North West Evergreen Fund (JESSICA).	Manchester Digital Development Agency in partnership with the Commission for the New Economy	Implementation of the delivery plan (Greater Manchester level)	2010-2014
Secure local labour contracts and training opportunities	Development implementation budget / Development sector finance	Developers and end-user businesses with public sector assistance	Planning obligations or other mechanisms as appropriate	As relevant planning applications come forward

### Question CP 5

Do you think that policy CP5 sets out the right strategic planning policy for economy and employment - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Housing

**5.41** This policy brings forward the former policy principles CP5 of the same name from the 'Preferred Options' stage (June 2009) but with the policy content on 'affordable housing' and 'gypsies, travellers and travelling showpeople' further developed. It also includes a new housing requirement for the borough of 1,000 'dwellings' average per year from 2010 to 2026, in the absence of the Regional Spatial Strategy, which was the higher level development plan at the time of the Preferred Options. The figure is consistent with the former regional position and is supported by national and sub-regional population and household forecasts.

### Policy CP 6

We will help ensure that there is sufficient housing in the borough to meet people's needs and support a good quality of life by:

1. Allocating sufficient land to meet the borough's requirements for an average of 1,000 additional dwellings per year to 2026.
2. Focusing around 85% of new housing in the east-west core of the borough.
3. Concentrating around 75% of new housing on previously-developed, brownfield land (including the reuse of existing buildings).
4. Reducing the proportion of empty homes and promoting the re-use of vacant buildings for residential use where appropriate.
5. Maintaining a five-year supply of deliverable housing land.

6. Ensuring that provision is made for an appropriate mix of house types, sizes, tenures and affordability, specialist, extra-care housing and 'lifetime homes' and sites for gypsies and travellers and for travelling showpeople.
7. Requiring the provision of 25% affordable housing on all sites consisting of 10 dwellings or more, unless it would be likely to unbalance the local housing market in which case provision would take the form of a financial contribution equivalent to the cost of on site provision.

The provision should be of an agreed mix of styles and types; be consistent in terms of design, standards and quality to other housing on the site and be subject to occupancy controls to ensure that it remains affordable for subsequent occupiers.

The requirement for on-site provision or equivalent financial contribution will be waived, reduced or deferred only when and to the extent that a viability appraisal clearly demonstrates that such provision would make the development unviable. The specification for the viability appraisal will need to be agreed with the council.

8. Providing a new site or sites for gypsies and travellers and travelling showpeople to meet any shortfall in pitches and plots, taking into account:
  1. The impact of the development (including any business activities likely to be carried out on site) on the appearance of the area, on residential amenity and on privacy for nearby properties.
  2. The proximity and ease of access to shops, schools, medical facilities and other amenities.
  3. The ability to provide safe and convenient vehicular and pedestrian access.
  4. The availability of adequate infrastructure such as water, energy and drainage.
  5. The provision of adequate levels of space, privacy and residential amenity for occupiers.

**5.42** There are around 308,000 people living in the borough, in around 134,000 households. This is forecast to increase to over 322,000 people in 151,000 households by 2026, as a result of people living longer, increasing birth rates and migration into the borough from other areas. A continuing reduction in average household size is also forecast.

**5.43** Over 80% of dwellings in the borough are private housing, of which more than 90% are owner-occupied, the remainder being private-rented. Most of the balance is council housing with a small proportion under registered social landlords.

**5.44** In 2005 nearly all homes met the fitness standard for repair and modern facilities and over nine-in-ten were energy efficient in terms of insulation and heating. Four-fifths of council homes and nearly three-quarters of private sector homes met the government's Decent Homes Standard. Further improvements have been made since that time.

**5.45** The number of long term vacant houses increased by a quarter between 2007 and 2008, largely as a result of the collapse in the housing market. Overall, vacancy rates in the social housing stock have decreased while private sector vacancy has increased.

**5.46** In order to provide for forecast need, and taking into account the replacement of houses demolished each year, an average of around 1,000 additional new homes are required annually to 2026. Sites will be allocated in subsequent development plan documents. Around 85% of this development can be accommodated in the east-west core of the borough, as indicated in the table below, helping to achieve regeneration in those towns.

#### **Spatial distribution of new housing by Township, 2010-2026 (indicative)**

<b>Township</b>	<b>%</b>
Wigan (including Winstanley, Whelley & New Springs)	24
Hindley and Abram	23
Leigh	19
Atherton	5

Township	%
Ashton and Bryn	9
Tyldesley and Astley	7
Golborne and Lowton	6
Standish, Aspull and Shevington (excluding Whelley & New Springs)	4
Orrell and Billinge (excluding Winstanley)	3

**5.47** Affordability has emerged as an issue in the borough in recent years and a proportion of new housing should be affordable housing subject to viability – we are consulting on that proportion being 25%. 50% should be or social rent and 50% for the intermediate market housing. Our supplementary planning document on affordable housing will be updated to clarify the precise application of the policy.

**5.48** Our requirement for a mix in the type, size and affordability of dwellings in all development schemes will help to achieve a better balance in the type of housing stock, and reflects the differing needs of the borough's residents, including specialist, extra-care housing and sites for gypsies and travellers and for travelling showpeople.

#### Key delivery items: Policy CP6 - Housing

What?	Cost and funding?	Who?	How?	When?
Allocate sufficient land to meet housing land requirements and ensure a phased approach to the availability of housing land	Planning & Transport Strategy budget and development sector investment in supporting evidence as appropriate	Wigan Council with key stakeholder involvement including landowners, developers and businesses	Producing and adopting development plan documents	Adopted 2014

What?	Cost and funding?	Who?	How?	When?
Assessment of planning applications for housing development	Supporting evidence and fees / Development implementation budget	Applicants / Wigan Council	In line with development management processes and procedures	As required by developers
Provision of affordable housing according to need	Funded using part of the application site development value. Also public sector investment, land and assets	Developers in negotiation with Wigan Council, Homes and Communities Agency and Registered Social Landlords	In accordance with requirements of planning permissions through s106 agreements	Ongoing to 2026 as development proceeds
Provision for Gypsies and Travellers and Travelling Showpeople	Council budget, private resources	Wigan Council and developers	Provision of plots and pitches including the allocation of sites in development plan documents	From adoption of relevant development plan document through to 2026

### Question CP 6

Do you think that policy CP6 sets out the right strategic planning policy for housing - if not, what should it be? In particular, what should the target be for affordable housing and what should the threshold be for the size of development before on-site provision is required, rather than a financial contribution to affordable housing ?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Accessibility

**5.49** This policy brings forward the former policy principles CP7 of the same name from the 'Preferred Options' stage (June 2009), but more strategically. The former development management policy principles DM4 'Parking' will now be reviewed through a subsequent development plan document.

### Policy CP 7

We will improve accessibility to key destinations for people and goods and connect people to opportunities both within and outside the borough by:

1. Seeking to maximise use of the existing bus and rail network and improve opportunities for bus travel and interchange, particularly in our town centres and at rail stations.
2. Maximising the capacity, efficiency and safety of the road network, reducing, as far as is practicable, the adverse impact of transport on our communities, town centres and the wider environment.
3. Developing and enhancing our off-road networks for walking and cycling, to connect local residents to employment and community facilities as well as for leisure purposes.
4. Prioritising accessibility improvements in Wigan (including the A49 Diversion, Wigan Inner Relief Road, Saddle Link Road and the Wigan Transport Hub), in Leigh (including the Leigh-Salford-Manchester busway), in Hindley, in



Ashton-in-Makerfield, at the key strategic site in 'Northleigh' (Policy SP 3), at our 'broad locations for new development' (Policy SP 4). and to/from key cross boundary locations such as Manchester, Bolton, Warrington Liverpool and Preston, particularly by public transport.

5. Ensuring the provision of appropriate, well designed, convenient, safe and secure parking for cycles, motorcycles, cars, coaches and vans / lorries, including as part of new development.
6. Enabling 'equality of access' to our transport networks and facilities for disabled people and other vulnerable groups.
7. Promoting the use of travel plans and requiring them to be produced and implemented for appropriate development.
8. Enabling the provision of infrastructure to support the charging of electric vehicles.

**5.50** Despite relatively low average household incomes, car ownership and use are high in the borough. On average people travel further to work and use public transport less than in other Greater Manchester districts. The ability to interchange between rail and bus is constrained by poor infrastructure, provision of information and service patterns. This leaves parts of the borough, most notably Leigh and Ashton-in-Makerfield without good public transport connections to the Manchester regional centre. Cross boundary travel by public transport is poorly co-ordinated and usage is low, even to key destinations such as Warrington and Liverpool. Overcrowding on trains, especially on the Atherton line at peak times, acts as a further disincentive to use.

**5.51** Levels of walking and cycling are also low due to many factors. However, poor environmental conditions and safety issues arising from high traffic levels and congestion act as additional deterrents.

**5.52** The borough's transport system is poorly integrated and suffers from congestion on key routes at key times. This is most notable on the east-west A577 corridor from Tyldesley through Atherton, Hindley and Wigan to Orrell, and in parts of Leigh and Ashton.

**5.53** The lack of an efficient road network severely constrains our ability to attract new investment, especially in the 'east-west core' away from the motorways and the A580 East Lancashire Road. It also prevents buses from operating effectively between key destinations.

**5.54** Making best use of existing road capacity and delivering key strategic improvements at Northleigh Park and in other broad locations throughout the borough will help to make it a more attractive place in which to live, visit and do business. Improving bus and rail links, developing new links and services and improving public transport interchange will contribute too.

**5.55** The health of our residents is also affected by transport choices and living in close proximity to vehicle emissions and poor environmental quality caused by traffic. Encouraging people to walk and cycle more and improving air quality close to homes will help towards improving overall health and well-being.

**5.56** Improvements will be secured working with our key partners, notably Greater Manchester Passenger Transport Executive and Integrated Transport Authority, the Highways Agency, Network Rail, train and bus operators along with private developers who are interested in developing sites.

**5.57** The existing 'Travel Plans' and 'Access for All' Supplementary Planning Documents will be revised to supplement this core policy.

**5.58** Our evidence base is summarised in more detail in Topic Paper 8 'Accessibility' (January 2011).

#### Key delivery items: Policy CP7 - Accessibility

What?	Cost and funding?	Who?	How?	When?
Maximising use of the existing rail network	Local Transport Plan	GMPTA, Network Rail, Train operators, Wigan Council	In line with rail franchising agreement, rail timetable amendments	Annual review with half yearly amendments

What?	Cost and funding?	Who?	How?	When?
Bus services improvements	Local Transport Plan	GMPTTE, Bus operators, Wigan Council	In line with bus network strategy development	Ongoing
Better interchange between services and transport 'modes' (Wigan Transport Hub)	Local Transport Plan	Wigan Council, GMPTTE, private developers	In association with stakeholders	Post 2016
Maximising the capacity, efficiency and safety of the existing road network	Annual maintenance budget from Local Transport Plan or under policy CP19 Developer Contributions	Wigan Council or private developer	Annual rolling programme or in line with development proposals	Ongoing
Off-road network for walking and cycling	Local Transport Plan or under policy CP19 Developer Contributions	Wigan Council	Annual rolling programme or in line with development proposals	Ongoing
A49 Diversion	£26 million, private developer	Private developer	In line with development proposals	Post 2016

What?	Cost and funding?	Who?	How?	When?
Wigan Inner Relief Road	£31 million GM Transport Fund	Wigan Council	In line with GM transport schemes programme	2013
Saddle Link Road	£3.6 million LTP, private developer	Wigan Council	In line with development proposals	2012
Wigan Transport Hub	To be confirmed	GMPTE, train operators	In line with Transport GM Transport Fund delivery programme	Post 2016
Leigh – Salford - Manchester Busway	£76 million GM Transport Fund	GMPTE	In line with Transport GM Transport Fund delivery programme	2013
Northleigh Park	£7.7 million private developer	Private developer	In line with development proposals	2015
Improvements at broad locations for development	To be confirmed	Private developers	In line with development proposals	As required
Assessment of planning applications where parking is proposed and/or is required, where	Supporting evidence and fees / Development implementation budget	Applicants / Wigan Council	In line with development management processes and procedures, including our	As required by developers

What?	Cost and funding?	Who?	How?	When?
a Travel Plans is submitted / required			supplementary planning document on travel plans as relevant	
Review of our Travel Plans and Access for All supplementary planning document	Planning & Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	As required

### Question CP 7

Do you think that policy CP7 sets out the right strategic planning policy for accessibility - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Green Belt and safeguarded land

**5.59** This policy brings forward the former policy principles CP8 of the same name from the 'Preferred Options' stage (June 2009), but more strategically. Some of the detail, including the former development management policy principles DM5 'The re-use of buildings in the Green Belt or safeguarded land' are now deferred for review through a subsequent development plan document.

## Policy CP 8

Development within the Green Belt will only be allowed in accordance with national planning policy. The only exception to this is the removal from the Green Belt of land near the M6 motorway south of Wigan, to provide for employment development. The extent of the area to be removed from the Green Belt will be defined in a subsequent development plan document.

Limited infilling or redevelopment will continue to be allowed within the defined boundaries at our 'major existing developed sites in the Green Belt', in accordance with national planning policy. St Mary's R.C. High School, Astley and Shevington High School are identified as new 'major existing developed sites in the Green Belt'. Their boundaries will be defined in a subsequent development plan document.

Infilling development will continue to be allowed within the settlement boundaries of Haigh and Bickershaw in the Green Belt, in accordance with national planning policy.

Safeguarded land within the 'broad locations for new development' and other safeguarded land within the 'east-west core' of the borough will be reviewed, and allocated for development in a subsequent development plan document, in accordance with the spatial policies.

Outside of the 'east-west core', the detailed boundaries of safeguarded land will also be reviewed.

Remaining safeguarded land will be kept free of permanent development in order to maintain its availability for development in the longer term, in accordance with national planning policy.

**5.60** Over half of the borough, amounting to more than 100 square kilometres, is Green Belt and will remain Green Belt at least through to 2026. It is part of the Greater Manchester Green Belt but adjoins in Merseyside (St Helens), Cheshire (Warrington) and Lancashire Green Belts. It serves the accepted purposes of restricting the growth of

urban areas, preventing neighbouring towns from merging, protecting the countryside from encroachment and promoting urban regeneration by recycling derelict and other urban land and is the subject of national planning policy.

**5.61** Safeguarded Land helps to protect the Green Belt by providing a reserve of land to meet development needs in the longer term without having to encroach on Green Belt. Four areas of safeguarded land - South of Hindley, East of Atherton, Garrett Hall at Astley and Landgate at Ashton-in-Makerfield - are 'broad locations for new development' under policy SP4, and will be allocated for development in a subsequent development plan document.

**5.62** Much of the other safeguarded land in the east-west core of the borough will be needed to accommodate development needs through to 2026 and will also be allocated. Other safeguarded land that is not suitable for development will be undesignated in a subsequent development plan document.

**5.63** A fifth broad location for new development, the 'East Lancashire Road corridor', outside of the east-west core of the borough, includes four areas of safeguarded land. Some of this land will be allocated in a subsequent development plan document, in accordance with policy SP4. The remainder will be retained as safeguarded land.

**5.64** Otherwise outside of the east-west core, safeguarded land will be maintained except where small-scale development might be appropriate as minor infilling or rounding-off of a boundary. These matters will be addressed during preparation of a subsequent development plan document.

**5.65** The two new 'major existing developed sites' at St Mary's RC High School and Shevington High School are both substantial built sites that would be appropriately redeveloped if vacated or to improve provision.

**5.66** Our evidence base on 'Green Belt and safeguarded land' will be summarised in more detail within our Topic Paper 9 'Built Environment and Landscapes' that we will be update and re-publish alongside our draft Core Strategy.

### Key delivery items: Policy CP8 – Green Belt and safeguarded land

What?	Cost and funding?	Who?	How?	When?
Removing land at the M6 Motorway, south of Wigan from the Green Belt; identifying boundaries for the new 'major existing developed sites in the Green Belt'; and identifying and designating safeguarded land for development between 2014 and 2026	Planning & Transport Strategy budget and development sector investment in supporting evidence as appropriate	Wigan Council with key stakeholder involvement including landowners, developers and businesses	Preparation and adoption of subsequent development plan documents including an Allocations Development Plan Document or equivalent	2011-2014

#### Question CP 8

Do you think that policy CP8 sets out the right strategic planning policy for Green Belt and safeguarded land - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

#### Strategic landscape and green infrastructure

**5.67** This policy brings forward the former policy principles CP9 of the same name from the 'Preferred Options' stage (June 2009), with minor changes only, including the addition of elements of the flooding part of CP15 'Natural resources'.



## Policy CP 9

We will improve the natural environments and open spaces within and between our towns and other settlements - our strategic landscape and green infrastructure - for the benefit of people and wildlife, and help make the borough a better place to live and visit and for businesses to locate and thrive, by:

1. Strengthening the landscape character of the borough through the appropriate location and treatment of development and the ongoing restoration of despoiled landscapes and natural and semi-natural features, particularly in 'Greenheart', other locations close to the edge of our towns and other settlements, and in the mosslands.
2. Managing our green infrastructure as one extensive high quality and multi-functional network and safeguarding it from development that would compromise its integrity, by:
  1. Safeguarding and, where possible and practicable, managing land sensitively and positively to support a diverse range of wildlife, again notably in Greenheart and the mosslands - see policy CP13.
  2. Enhancing and extending networks and other access opportunities for walkers, cyclists, horse-riders and other outdoor recreational pursuits in ways that are compatible with food production, wildlife and carbon storage, particularly in Greenheart but also at other countryside and greenway locations.
  3. Identifying key areas to store flood waters away from homes, businesses and community buildings - see policy CP17.
  4. Incorporating measures that will help reduce the extent of climate change and/or adapt to a changing climate.
  5. Incorporating new green infrastructure in larger areas of new development, to help secure lasting regeneration and/or economic development.
  6. Recognising the contribution of urban green infrastructure such as street trees, private gardens, green roofs and small areas of amenity open space - see policy CP11 and of space primarily for sport and recreation - see policy CP2.

**5.68** Wigan Borough covers around 200 square kilometres, of which nearly two-thirds is countryside or open land. The landscape rises gently from the mosslands in the south to an extension of the West Pennine Moors at Aspull and Haigh in the north. An important landscape character area at the heart of the borough contains an extensive 11 kilometres corridor of important wetland habitats that is essential part of the borough's green infrastructure.

**5.69** Green infrastructure is our natural outdoor environment: our countryside, parks and open spaces, woodlands, wetlands, canals and rivers, allotments and community gardens, privately owned gardens and street trees. Most of these are covered by other core policies but the purpose of identifying them collectively as green infrastructure is to capture the multiple benefits that can be achieved.

**5.70** The benefits can be wide-ranging environmentally, socially and economically. Green Infrastructure can help reduce the adverse impacts of extreme weather conditions / climate change, such as flooding and hot weather, including through carbon storage whereby soil resources and vegetation take up large amounts of carbon from the atmosphere and lock it away for long periods of time. It can create better opportunities for recreation and leisure to promote healthier lifestyles, for walking and cycling, and for wildlife. It can improve our home environment. It can create new opportunities for business, including food production and tourism. And it can help improve the borough's image and the perception people have of it, which should be good for business.

**5.71** Our core green infrastructure is Greenheart (see policy SP5) and the mosslands. They are identified as two of four core areas for green infrastructure in Greater Manchester.

**5.72** The mosslands cover an area of 66 square kilometres extending from Wigan into Salford and Warrington districts. Much of the remnant mossland in Wigan centres on the Astley and Bedford Mosses, over 90 hectares of which is a European designated Special Area of Conservation.

**5.73** Elsewhere, our priorities include Sandyforth Community Woodland, the Wigan Woodland Trail and those remainder sections of the river valleys, canal corridors and the public rights of way network and other multi-purpose off-road greenways that extend to the borough boundary and beyond to neighbouring areas.

**5.74** We will publish a local green infrastructure plan to identify the need for and function of green infrastructure throughout the borough and determine opportunities for enhancement and creation in accordance with this core policy. It will incorporate the action planning for Greenheart and the mosslands and, otherwise, will focus on requirements for environmental improvement schemes, development proposals, the Northleigh Park key strategic site and our broad locations for new development.

**5.75** Our evidence base on strategic landscape and green infrastructure will be summarised in more detail primarily within our Topic Paper 9 'Built Environment and Landscapes' that we will update and re-publish alongside our draft Core Strategy.

**Key delivery items: Policy CP9 – Strategic landscape and green infrastructure**

What?	Cost and funding?	Who?	How?	When?
Greenheart Vision and Action Plan	Opportunity grants and funding regimes, Section 106 contributions, unilateral undertakings and partnership support	Heritage Lottery Fund, Forestry Commission, Natural England, Private Sector, Lancashire Wildlife Trust, Red Rose Forest, Groundwork, Community Groups	Partnership working	Long term. Not time limited, as opportunities arise
Mosslands Vision	Cost of Vision Document £50k. No funding available to develop action plan, although some work undertaken by the Red Rose Forest,	Funded jointly between Wigan, Salford, Warrington, Natural England, the Red Rose Forest and the regional development agency	Partnership working, with Salford City Council taking the lead	Long term, when opportunities arise

What?	Cost and funding?	Who?	How?	When?
	funded by the Environment Agency on options towards a way forward			
Sandyforth Community Woodland	£3.2 Single Pot Grant funded by the North West Development Agency	North West Development Agency, Wigan Council and Private Contractor	Derelict land reclamation. 3 years establishment will commence in summer 2011 and work with the local community to establish a community woodland on site	Creation of the community woodland will commence in 2011
Preparation of Green Infrastructure Plan	Planning & Transport Strategy budget	Wigan Council, Lancashire Wildlife Trust, Red Rose Forest, Natural England, Environment Agency and other agencies and bodies	In line with the Greater Manchester Green Infrastructure Strategy and Action Plans	2011/12
Maintenance and management	Landowners, developers, grant funding such as	Wigan Council, Developers, the people of the	An integrated, partnership approach	Ongoing

What?	Cost and funding?	Who?	How?	When?
of green infrastructure	national lottery and national agency	borough, Wigan Leisure and Culture Trust and other agencies and bodies		

### Question CP 9

Do you think that policy CP9 sets out the right strategic planning policy for strategic landscape and green infrastructure - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Design

**5.76** This policy brings forward the former policy principles CP10 and DM6, both of the same name, from the 'Preferred Options' stage (June 2009), but more strategically with most of the detail deferred to subsequent development plan documents. It now also includes crime and anti social behaviour, which were part of the former policy principles CP2 'Strong, safe and attractive communities' from the 'Preferred Options' stage.

### Policy CP 10

We will improve the built environment of the borough and help make it a better place to live and visit and for businesses to locate and thrive by ensuring that, as appropriate, new development:

1. Respects and acknowledges, the character and identity of the borough and its locality, in terms of the materials, siting, size, scale and details used.

2. Is integrated effectively with its surroundings. and helps to create attractive places.
3. Incorporates high quality landscaping.
4. Is able to stand the test of time, through the quality and ease of maintenance of materials used and the incorporation of measures to tackle and adapt to climate change and conserve natural resources.
5. Performs well against established national standards.
6. Is accessible for all in terms of movements to, through and within it as appropriate, including providing recognisable routes, 'junctions' and focal points and a clear definition between public and private space.
7. Is designed to reduce the risk of crime and anti-social behaviour.
8. Can be well serviced, including making provision for waste storage and collection.
9. Incorporates, or makes provision for, public art.

**5.77** The borough has three main built environment character areas. The dormitory towns and villages in the outer area are characterised by their agricultural origins and their distinctive stone vernacular architecture. The major urban inner areas are characterised by their Victorian industrial heritage, mainly red brick with terracotta detailing. The remaining built environment in the inner area is characterised by more recent semi-detached and short terrace development along main roads and in former mining communities. It is an important starting point for good design to have an understanding of a locality and, wherever possible, that development preserves and enhances the key characteristics of a place.

**5.78** Good design is also essential to the maintenance, improvement and creation of places that look good, work well and last for future generations; where people want to live, work and spend their time and where businesses want to invest and create jobs. It can also help tackle climate change and conserve natural resources – see policy CP14.

**5.79** Our evidence base on design will be summarised in more detail in our Topic Paper 9 'Built environment and landscape' that we will update and re-publish alongside our draft Core Strategy.

**Key delivery items: Policy CP10 – Design**

What?	Cost and funding?	Who?	How?	When?
Assessment of planning applications	Supporting evidence and fees / Development implementation budget	Applicants / Wigan Council	In line with development management processes and procedures, including our supplementary planning documents as appropriate.	As required by developers
Design Guide supplementary planning document	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	2011-2013

**Question CP 10**

Do you think that policy CP10 sets out the right strategic planning policy for design - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

**Historic environment**

**5.80** This policy (June 2009) brings forward the former policy principles CP11 of the same name from the 'Preferred Options' stage, with minor changes only.

## Policy CP 11

We will protect and enhance our historic environment thereby helping to make the borough a better place to live, visit and work in by:

1. Conserving, protecting and enhancing our historic assets, including scheduled ancient monuments, listed buildings and their settings, conservation areas, historic parks and gardens, locally listed buildings and structures and other heritage features, in accordance with legislation and national planning policy as applicable.
2. Encouraging sympathetic and appropriate re-use of existing buildings and structures, especially those which make a positive contribution to the special character of their locality and are identified as 'at risk'.
3. Promoting the value of our historic environment through signing, interpretation, public art and other measures as appropriate.

**5.81** There are over 600 listed buildings and structures, one historic park - Mesnes Park in Wigan and 12 scheduled ancient monuments. These national designations represent a very small proportion of the overall stock of buildings, structures and parks in the borough. And of the listed buildings, nearly one-in-thirteen are 'at risk'.

**5.82** Despite the relatively small number of national designations, parts of the borough are of significant value locally not least as a legacy of our industrial and mining past. A good example is the former mining village at Howe Bridge, Atherton. As such we have designated 23 Conservation Areas and 18 local historic parks, gardens and cemeteries.

**5.83** There is clear evidence that the retention and enhancement of the best of our historic built environment is important to 'quality of life' and helps make places that people want to live, work and otherwise spend their time in and in which businesses want to invest. It is, therefore, important to manage the process of change within our historic environment and to promote the benefits of the repair, renovation, extension and alteration of our historic assets. .



**5.84** Clearly we need to act on 'buildings at risk' and our Conservation Areas 'at risk' and work towards preventing the condition of other such buildings and areas declining to such a level where their historic value is lost.

**5.85** Historic parks, gardens and cemeteries are important both in historical and townscape terms but are also significant areas for recreation and wildlife.

**5.86** Our work on identifying buildings and structures of local or regional architectural or historic importance is important in conserving the integrity of our historic environment.

**5.87** Our evidence base on the historic environment will be summarised in more detail in our Topic Paper 9 'Built environment and landscape' that we will update and re-publish alongside our draft Core Strategy.

#### Key delivery items: Policy CP11 – Historic environment

What?	Cost and funding?	Who?	How?	When?
Assessment of planning applications within or otherwise affecting the historic environment	Supporting evidence and fees / Development implementation budget	The applicants / Wigan Council	In line with development management processes and procedures, including our supplementary planning documents as appropriate	As required by developers
Buildings and structures of local interest supplementary planning document	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	2010 - 2011

What?	Cost and funding?	Who?	How?	When?
Conservation Area appraisals	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes and our Statement of Community Involvement	On-going
Buildings and Structures at Risk	Planning and Transport Strategy budget, English Heritage	English Heritage, Wigan Council	In line with statutory processes	On-going
Building Conservation Supplementary Planning Document	Planning and Transport Strategy budget	Wigan Council	In line with development management processes and procedures, including our supplementary planning documents as appropriate	2011/12

### Question CP 11

Do you think that policy CP11 sets out the right strategic planning policy for the historic environment - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Wildlife habitats and species

**5.88** This policy brings forward the former policy principles CP12 of the same name, from the 'Preferred Options' stage (June 2009), with minor changes only.

## Policy CP 12

We will help enable wildlife habitats and species to prosper, by:

1. Protecting our Special Area of Conservation at Astley and Bedford Mosses (and other internationally designated sites outside of the borough) and European protected species in accordance with legislation.
2. Protecting and enhancing our Sites of Special Scientific Interest and Species of Principal Importance in England in accordance with legislation and national planning policy as applicable.
3. Protecting our Sites of Biological Importance and regionally important geological sites from development that would adversely affect the integrity of a site, unless there is an overriding public interest, and encouraging active management to maintain and enhance sites.
4. Protecting, maintaining and promoting the active management of our Local Nature Reserves.
5. Protecting and enhancing regional and local priority habitats and species and other features of value to wildlife ensuring, as far as practicable, that habitats are part of linked networks.
6. Requiring reasonable provision to be made for wildlife habitats and species as part of new development.
7. Enabling wildlife habitats and species to adapt to climate change including supporting the creation of new habitats.
8. Enabling more people to appreciate, enjoy and learn about wildlife and geo-diversity in the borough, particularly within Greenheart.

**5.89** Wigan Borough is noted for its significant wildlife habitats. We have one internationally important wildlife site at Astley and Bedford Mosses, four nationally important sites and 89 regionally or locally important sites. These cover over 1,500 hectares or around 7.5% of the borough. Notably, the borough contains significant areas of standing water, almost three-quarters of which is designated for its nature conservation value. However, only one-third of our 1,100 ponds are within designated sites.

**5.90** The condition of designated sites is variable. Our Sites of Special Scientific Interest range from 31.1% to 100% in favourable or recovering condition, against a national target of 95%. Notable presences of priority species regularly recorded across the borough include great crested newts and water vole. The borough also has a nationally significant population of willow tit and 2% of the national population of the internationally rare bittern.

**5.91** Wildlife habitats and species are at the heart of our priorities for Greenheart. Careful design of development around the 'park' will help integrate the built and natural environments more effectively, with a proper allocation and management of space for wildlife.

**5.92** Existing key wildlife corridors support functional networks for wildlife habitats and species. We will review the boundaries of our wildlife corridors in a subsequent development plan document.

**5.93** Our evidence base will be summarised in more detail in our Topic Paper 10 'Wildlife habitats and species' that we will be update and re-publish alongside our draft Core Strategy.

#### Key delivery items: Policy CP12 – Wildlife habitats and species

What?	Cost and funding?	Who?	How?	When?
Development and habitats supplementary planning document	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	To be confirmed
Trees and Woodlands Strategy	Planning and Transport Strategy budget	Wigan Council, Red Rose Forest	To be confirmed	To be confirmed

What?	Cost and funding?	Who?	How?	When?
Amendment to wildlife corridors as part of the Allocations Development Plan Document	Planning and Transport Strategy budget	Wigan Council with key stakeholder involvement including landowners, developers and businesses	Production and adoption of the Allocations Development Plan Document	2011-2014

### Question CP 12

Do you think that policy CP12 sets out the right strategic planning policy for wildlife habitats and species - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Low-Carbon, Decentralised Energy Infrastructure

**5.94** This policy brings forward and develops considerably parts of the former policy principles CP13 'Energy' and the former development management policy principles DM7 'Decentralised energy' from the 'Preferred Options' stage (June 2009), concentrating on the infrastructure needed. Draft policy CP14 covers low-carbon development.

### Policy CP 13

We will help meet our future energy needs and reduce the impact of energy generation on the global climate by:

1. Giving due regard to the wider benefits to the community of renewable and low-carbon energy schemes and networks, in accordance with national planning

policy, notably at suitable sites and locations in the following 'broad opportunity areas':

1. For wind energy, most likely the higher north-western parts of the borough, in industrial areas and in Greenheart.
  2. For combined heat and power networks, areas with potential supplies and suitable demand for heat, most likely Wigan and Leigh town centres, 'Wigan South Central', Northleigh Park, our broad locations for development and areas that accommodate waste treatment processes.
  3. For geothermal heat, our former deep coal mine shafts.
  4. For small scale hydro-electric schemes, notably along the River Douglas, Westleigh Brook and other suitable watercourses.
  5. Ensuring that existing development is linked to and/or benefits from new energy schemes and works.
2. Requiring carbon dioxide reduction strategies to be produced for strategic development areas including Northleigh Park (policy SP3), our 'broad locations for development' (policy SP4) and in other areas with concentrations of smaller development sites to be identified in a subsequent development plan document, to ensure that energy infrastructure and capacity is well planned and delivered to encourage and support low-carbon development.
  3. Ensuring that development contributes proportionally to the enhancement of local energy networks, as appropriate.

**5.95** The challenges of climate change are now accepted. As a result, legislation requires a national reduction of carbon emissions of at least 34% by 2020 and 80% by 2050. In 2009 energy generation accounted for roughly 40% of the United Kingdom's carbon emissions. Our target nationally for energy from renewable sources is 15% by 2020. Renewable energy currently contributes less than 1% of our energy generation 'mix' in Wigan Borough.

**5.96** The challenges of energy security are also widely accepted. We produce only 5% of the 'primary energy' (coal, oil, gas) we use for energy generation: the rest is imported. With global energy use predicted to be 40% greater in 2030 compared to 2007, competition

for energy and prices are very likely to increase substantially. Those areas that adapt quickly by shifting to renewable sources are most likely to have greater security and stability.

**5.97** The shift to a low carbon economy therefore is just as important for our economies and communities as it is for the environment. However, research suggests that there is untapped potential equivalent to at least 150 MW of installed energy generation capacity from low-carbon energy sources across the borough. This is almost twenty times the amount we generate at the moment.

**5.98** The 'broad opportunity areas' are a guide to favourable areas for energy developments. However, no areas will be excluded on principle and further exploration will be required to establish which technologies are suitable at specific locations. Furthermore, the position may change as a result of technological advancement and wider changes such as energy prices and investment incentives.

**5.99** A strategic approach is required because the majority of large scale schemes would need to come on board before 2018 to help us contribute to renewable energy and carbon reduction targets for 2020. It will be necessary to explore a variety of funding mechanisms, such as the possibility of partnering with Energy Service Companies, promoting community-led schemes and using public land assets.

**5.100** Our evidence base on low-carbon, decentralised energy infrastructure is summarised in more detail in our Topic Paper 11 'Energy' (January 2011).

#### **Key delivery items: Policy CP13 – Low-carbon, decentralised energy infrastructure**

What?	Cost and funding?	Who?	How?	When?
Implementing low carbon energy schemes	Private investment, feed-in tariffs, renewable heat	Energy companies, Wigan Council,	Take advantage of opportunity areas, facilitate development, establish a local 'Energy Service Company'	2012+

What?	Cost and funding?	Who?	How?	When?
	incentive, Wigan Council capital expenditure, community shares	distribution network operator, Public / private / community sector partnership		
Producing 'Energy Strategies' for strategic developments	Supporting evidence / consultancy fees	The prospective applicants	As part of the master-planning process	'Pre-application' stage
Geothermal mine exploration	To be confirmed	Wigan Council / consultants	Research and report	2013
Enhancing energy networks	Energy companies, developers	Energy companies	Phased with development	Phased with development

### Question CP 13

Do you think that policy CP13 sets out the right strategic planning policy for low-carbon, decentralised energy infrastructure - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?



## Low-Carbon Development

**5.101** This policy brings forward and develops considerably parts of the former policy principles CP13 'Energy' and the former development management policy principles DM7 'Decentralised energy' from the 'Preferred Options' stage (June 2009), concentrating on the issues for developments. Draft policy CP13 covers low-carbon, decentralised energy infrastructure.

### Policy CP 14

We will reduce the emissions of carbon dioxide during the lifetime of new development and help reduce the impacts of climate change on our environment, economy and quality of life by:

1. Requiring all development, where relevant, to conform to the energy hierarchy by:
  1. minimising the demand for energy, then
  2. maximising the efficiency of energy use, then
  3. implementing low-carbon dioxide and renewable energy technologies
2. Requiring residential development of 10 units or more and/or non-residential development of more than 700 square metres to demonstrate compliance with the carbon dioxide emission target framework outlined in appendix A, subject to viability, including:
  1. When on-site actions are not feasible or the best option, what specific off-site works will be provided or contribution to off-site works made, to be secured through a planning obligation or other similar mechanism.
  2. Provision being made for connection / future connection to existing, planned or potential new decentralised heat and power networks, as applicable and appropriate.

3. Encouraging new development to be designed, orientated and constructed so that it can adapt to future fuel constraints and opportunities for renewable or low-carbon dioxide technologies.
4. Encouraging reasonable improvements to be made to the energy performance of the existing building when an extension or other change to a building is proposed.

**5.102** Our built environment accounts for over 60% of our total carbon emissions. We can assist the retro-fitting of existing properties to reduce carbon emissions, through heat insulation and low carbon energy generation. But it is essential that new housing and other developments are designed and fitted out in a way that will deliver low and 'zero carbon' developments to meet our carbon emissions targets.

**5.103** Building regulations legislation is set to require nearly all development to be 'zero-carbon' before 2026 anyway. The primary purpose of this policy is to prepare for 'zero-carbon' development, including by accounting for 'unregulated emissions', which are emissions as a result of using electrical appliances.

**5.104** The first step is to conform to the energy hierarchy. Developments above the published thresholds will also be expected to apply a carbon reduction target according to our carbon dioxide emission target framework, as set out in appendix A. As reduced carbon emissions is a key future requirement, all viability issues will need to be clearly stated in a viability statement and will be scrutinised.

**5.105** We will seek to apply higher minimum carbon reduction targets where specific opportunities have been identified, notably in the 'broad opportunity areas' identified in policy CP13, subject to prevailing evidence of opportunities and viability.

**5.106** As over 90% of the borough's homes in 2026 are already built, consideration of the existing building stock is very important. It will contribute the greatest amount to our carbon emissions over the plan period and beyond. New development can act as a catalyst to the development of low carbon energy networks that can link to existing buildings and help to achieve wider carbon reductions, in line with policy CP13. Extensions and alterations also offer an opportunity to make carbon reductions and applicants will be encouraged to reflect this in their proposals. Measures could include upgrading the

insulation of the existing building to match the requirements for the extension, upgrading to a more efficient boiler, or using new roof space for solar collection linked to existing heating systems.

**5.107** As low carbon technologies become more widespread, they will be more accessible to homeowners and businesses wishing to tackle their carbon emissions. New development should therefore be designed in a way that does not compromise the ability to achieve further carbon reductions in the future. For example, overshadowing roof space would affect future potential for solar panels, and a lack of space for storage and delivery of fuel would make it difficult to switch to biomass at a later date.

**5.108** All development must be accompanied by information outlining how the energy hierarchy has been taken into consideration, and how the development has been designed to support the shift to a low carbon economy. We will produce a supplementary planning document or other guidance on the contents of this policy.

**5.109** Our evidence base on low-carbon development is summarised in more detail in our Topic Paper 11 'Energy' (January 2011).

#### Key delivery items: Policy CP14 – Low-carbon development

What?	Cost and funding?	Who?	How?	When?
Energy or sustainability supplementary planning document or other guidance	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	2011-12
Assessment of planning applications	Supporting evidence and fees / Development	The applicants / Wigan Council	In line with development management processes and	As required by developers

What?	Cost and funding?	Who?	How?	When?
	implementation budget		procedures, including our supplementary planning document or guidance as appropriate	
Carbon management fund established	Developers	Wigan Council, AGMA	In line with statutory procedures	To be confirmed
Energy strategy developed and carbon targets established for Northleigh Park	Supporting evidence / consultancy fees	Developer / Wigan Council	In line with policy - low carbon technology studies	2011
Carbon targets identified for broad locations for new development	Supporting evidence / consultancy fees	Developer / Wigan Council	In line with policy - low carbon technology studies	2014 onwards

### Question CP 14

Do you think that policy CP14 sets out the right strategic planning policy for low-carbon development - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Waste

**5.110** This policy brings forward the former policy principles CP14 of the same name from the 'Preferred Options' stage (June 2009), with minor changes only.

## Policy CP 15

We will ensure greater efficiency in the use of resources by:

1. Requiring proposals for the development of waste management facilities to demonstrate that they will enable the waste that they will handle to be dealt with as far up the waste hierarchy as practicable, namely:
  1. re-use, before
  2. recycling or composting, before
  3. energy generation, before
  4. landfill, as a last resort.
2. Identifying and safeguarding sites for waste management processes, and the collection, batching and loading of waste as necessary, in appropriate locations in partnership with other district councils in Greater Manchester, to ensure that waste is tackled as far up the waste hierarchy as is practicable and is able to be transported by rail or canal as far as is practicable.
3. Requiring the use of site waste management plans in construction projects.

**5.111** In 2009/10, one-third of the borough's municipal (household) waste was recycled or composted, with two-thirds sent to landfill. The targets are for 67% by 2015 and 75% by 2020, of which two-thirds should be through recycling and composting.

**5.112** However, municipal waste is only part of the waste stream. Commercial waste accounts for 33% of waste requiring treatment in Greater Manchester; construction, demolition and excavation waste 21%; municipal (household) waste 24%; industrial waste 17%; and agricultural and other waste 5%. Once challenging targets for recycling and recovery have been met, capacity will still be required for some 7.8 million tonnes of residual waste disposal between 2012 and 2027, which will be around 9% of the total waste produced.

**5.113** Meeting these challenging targets will require a range of new waste management facilities for recycling, composting, treatment and recovery. Landfill capacity will also be required for final waste residues following 'treatment' and 'recovery'. Therefore, sites and areas are needed for a range of waste management facilities.

**5.114** The ten councils in Greater Manchester are working together to prepare a Joint Waste Development Plan Document. This 'Waste Plan' will set out a waste planning strategy to 2027, which will enable the adequate provision of waste management facilities in appropriate locations for all categories of waste. The plan will form an integral part of our Local Development Framework.

**5.115** Our evidence base is summarised in more detail in our Topic Paper 12 'Waste' (January 2011).

#### Key delivery items: Policy CP15 – Waste

What?	Cost and funding?	Who?	How?	When?
Greater Manchester Joint Waste Development Plan Document (Identifying sites for waste management facilities)	Total cost of £1,846,514 of which Wigan's contribution is £224,211./ 10 Greater Manchester councils	10 Greater Manchester councils / Greater Manchester Geological Unit	In line with statutory processes, our Statement of Community Involvement and in accordance with this core strategy	Programmed for adoption in 2012
Planning applications for waste management facilities	Supporting evidence and fees / Development implementation budget	The applicants / Wigan Council	In line with development management processes and procedures, including our	As required by developers

What?	Cost and funding?	Who?	How?	When?
			planning policy framework	

### Question CP 15

Do you think that policy CP15 sets out the right strategic planning policy for waste - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

### Coal, rock, sand and gravel

**5.116** This policy from the 'Preferred Options' stage (June 2009) brings forward the 'minerals' part of the former policy principles CP15 'Natural resources', with minor changes only.

### Policy CP 16

We will help meet our future need for coal, coal bed methane, rock, sand, gravel and, if necessary, peat and other 'minerals' and minimise the adverse impacts on our environment, economy and quality of life by:

1. Promoting and, where possible, requiring efficiency in the use of rock, sand, gravel and related materials in new developments and in maintenance and repairs, including by:
  1. maximising the reuse of materials, either on-site or off-site.
  2. using renewable and/or recycled materials where practicable and appropriate.
  3. encouraging the re-use or recycling of demolition and clearance materials and construction waste where practicable.
  4. making use of carbon reduction technologies in mineral extraction and use.

2. Making an appropriate contribution towards Greater Manchester's provision of minerals by defining 'minerals safeguarding areas' and/or areas of search and identifying and safeguarding sites for extraction, storage, processing and transfer of 'minerals' in appropriate locations, in partnership with other district councils in Greater Manchester.
3. Facilitating the movement of minerals by rail or canal where feasible and practicable.
4. Ensuring effective restoration and aftercare of extraction, storage, processing and transfer sites where necessary.
5. Not allowing further peat extraction on our remaining areas of remnant mossland and giving due consideration both to the need for peat (as opposed to peat substitutes) and its roles in mitigating climate change and as a wildlife habitat in considering any proposals for additional peat extraction elsewhere.

**5.117** Greater Manchester currently has a need for some 0.26 million tonnes of land-won sand and gravel per year and 1.65 million tonnes of crushed rock per year. In addition there is some working or potential working of coal and coal bed methane in parts of Greater Manchester. Managing the supply of such minerals effectively and sustainably through the planning system is essential to ensure primary resources are available for future generations.

**5.118** Minerals have played an important role in society for centuries and continue to be essential to achieving national and local prosperity and quality of life. We need to make provision for future minerals supply within our local development framework whilst minimising the potential environmental impact of minerals developments, including harmful emissions caused by road haulage and their effects on climate change.

**5.119** The ten Greater Manchester councils are working together to prepare a Joint Minerals Development Plan Document (Minerals Plan). The Minerals Plan will provide a sound, sub-regional, planning policy framework that provides a clear guide to minerals operators and the public about the locations where mineral extraction may take place; the safeguarding of sensitive environmental features and of mineral resources with potential for future extraction; and all aspects of environmental and resource protection. The plan will form an integral part of our Local Development Framework.



**5.120** Our evidence base on coal, rock, sand and gravel is summarised in more detail in our Topic Paper 13 'Natural resources and pollution' (January 2011).

**Key delivery items: Policy CP16 – Coal, rock, sand and gravel**

What?	Cost and funding?	Who?	How?	When?
Greater Manchester Joint Minerals Development Plan Document	Total cost of £650,000 of which Wigan's contribution is £65,000 / 10 Greater Manchester councils	10 Greater Manchester councils / Greater Manchester Geological Unit	In line with statutory processes, our Statement of Community Involvement and in accordance with this core strategy	Programmed for adoption in 2012
Planning applications for the extraction of coal, rock, sand, gravel and other 'minerals'	Supporting evidence and fees / Development implementation budget	The applicants / Wigan Council	In line with development management processes and procedures, including our planning policy framework	As required by developers

**Question CP 16**

Do you think that policy CP16 sets out the right strategic planning policy for coal, rock, sand and gravel - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Flooding

**5.121** This policy from the 'Preferred Options' stage (June 2009) brings forward the 'flooding' part of the former policy principles CP15 'Natural resources' although, given the extent of legislation and national planning policy and guidance, the need for a separate policy is still being considered.

### Policy CP 17

We will help reduce the risk of flooding from all sources, notably in our flood zones 3 and 2, our critical drainage areas, and other areas vulnerable to surface water flooding, including locations downstream by ensuring that development:

1. Follows a sequential approach in accordance with national planning policy.
2. Is supported by a detailed Flood Risk Assessment where appropriate.
3. Incorporates appropriate mitigation and/or management measures to achieve, where possible, a reduction in flood risk overall.

Development on greenfield sites should not increase the rate of surface water run-off. On previously-developed, brownfield land, a reduction of 50% will be sought.

**5.122** Incidences of flooding have increased nationally as a result of a combination of factors including development in flood plains, the use of impermeable surfacing, obsolete infrastructure and incidences of high rainfall, which are forecast to increase in number and intensity as a result of climate change.

**5.123** There are risks from several types of flooding, including rivers and streams, canals, reservoirs, surface water, drains and sewers and combinations of these. Strategic flood risk maps have been produced for the borough to supplement the national flood zone mapping. These will be used to locate development away from areas at high risk of flooding and to inform where mitigation or management measures will be needed.

**5.124** Logically, our high and medium probability flood zones are the lower lying areas around our rivers and other water courses, including the River Douglas in the centre of Wigan, the 'Heybrook corridor' from Ince to Leigh, Pennington Brook in Leigh and Millingford Brook in Ashton-in-Makerfield. They are similar to the national flood zones.

**5.125** Our critical drainage areas include our high and medium probability flood zones but also other locations that are particularly sensitive to an increase in the rate and/or volume of surface water run-off from new development. The risk of flooding from surface water is wide-spread across the borough and this can be attributed to the borough's impermeable clay soils.

**5.126** We will produce a flood mitigation strategy in line with national guidelines, including advice on how development could proceed in flood risk areas and be compliant with the requirements of national planning policy. Surface water run-off can be reduced by using permeable surfacing, implementing sustainable drainage systems such as flood water attenuation (storage tanks or pipes that release water gradually) and other measures such as green roofs.

#### Key delivery items: Policy CP17 – Flooding

What?	Cost and funding?	Who?	How?	When?
Assessment of planning applications	Supporting evidence and fees / Development implementation budget	The applicants / Wigan Council	In line with development management processes and procedures, including our supplementary planning documents as appropriate	As required by developers
Joint Surface Water Management Plans	National Government	AGMA on behalf of 10 Councils in Greater Manchester	To be confirmed	2010/2012?
Preliminary Flood Risk Assessment	National Government	AGMA on behalf of 10 Councils in	To be confirmed	June 2011

What?	Cost and funding?	Who?	How?	When?
		Greater Manchester		
Wigan Mitigation Strategy	Environmental Services - budget?	Wigan Council	In line with Planning Policy Statement 25	Ongoing

### Question CP 17

Do you think that policy CP17 sets out the right strategic planning policy for flooding - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## Environmental protection

**5.127** This policy brings forward the former policy principles CP16 'Pollution' from the 'Preferred Options' stage (June 2009), with minor changes including the policy title and also the addition of elements of the soil part of CP15 'Natural resources'.

### Policy CP 18

We will help maintain, enhance and protect our environment for the benefit of people and wildlife, and make the borough a better place for people to live and businesses to locate and thrive, by:

1. Safeguarding soil functions, enhancing soils for food production and protecting our 'best and most versatile' agricultural land in accordance with national policy.
2. Actively seeking the reclamation and re-use of derelict and other previously-developed sites to bring land back into positive use.

3. Tackling land contamination, primarily on sites affected by past industrial uses, by promoting the appropriate re-use of sites, supporting the identification of contamination and requiring appropriate remediation.
4. Managing air quality, particularly in our Air Quality Management Areas, in order to reduce exposure to poor air quality, including by minimising the air pollution (and carbon dioxide emissions) likely to arise from new development.
5. Ensuring that new development does not give rise to the pollution of any watercourse, groundwater or mossland or result in the transfer of contaminated run-off to surface water sewers.
6. Supporting strategies, projects and plans to improve water quality within the Rivers Douglas and Mersey and their tributaries.
7. Ensuring that new development is planned and designed so that it does not have an undue adverse impact on amenity and quality of life and/or that it will not itself be impacted upon in such a way by existing uses in the area.

**5.128** We have a fixed amount of land and we need to use it effectively. Over one-third of the borough is agricultural land, of which around one tenth is grades 1-3a 'best and most versatile' land, largely located in the 'outer areas' of the borough. Only a very small amount is the best quality, grade 1, agricultural land. Soil is an essential but vulnerable resource. It can take many years to renew and can easily be damaged or contaminated as a result of erosion, loss of nutrients or damaging or polluting activities.

**5.129** Bringing derelict land and other previously-developed land back into use is a key way of reducing the demand for building on 'greenfield' land, but such sites are usually more difficult and expensive to develop. Less than 2% of the borough remains as derelict land, down substantially on 15 years ago. But Wigan's long history of industry and mining has also left a legacy of contaminated land, with over 5,000 potential sites across the borough, some of which would be regarded as 'greenfield' sites. If dormant, contamination can be left but if 'disturbed', such as through development, it can be damaging and/or dangerous to the natural environment and/or human health, either quickly or in the longer-term, and needs to be cleaned-up.

**5.130** The decline in industrial activity and the use of solid fuels has improved air quality considerably. However this has been countered in some respects by the increase in pollution from road traffic. Around 10% of borough residents live close to our main roads,

where air quality is at its worse. Less polluting vehicles can and, in part, already have made a difference but much more could be done. For example, an electric car will have no polluting emissions. However, its overall impact will depend on how that electricity is generated. Our policies seek to reduce the need to travel and encourage walking, cycling and using public transport, which will benefit air quality.

**5.131** Only 60% of our rivers by length are classified as 'good' or 'fair' for 'biological quality'. Water pollution has been identified as one of the key issues affecting priority wildlife species in the borough and incidents of heavy rain already cause pollution problems, due to the overloading of sewers. This is likely to become more frequent as a result of climate change.

**5.132** The decline in industry has also reduced sources of noise pollution, which has also been countered in many respects by noise from road traffic. The adverse impacts of noise are becoming more widely recognised and low noise road surfacing, acoustic fencing and insulation to properties against external noise are becoming more commonplace.

**5.133** Light spillage can have a major impact on people's quality of life and on wildlife and we have already lost much of the night sky due to light. These aspects need to be more widely recognised.

**5.134** All of these aspects and others can impact on amenity. Such an impact can be in either direction - new development/uses impacting on existing development/uses or existing development/uses impacting on new development/uses. These are standard planning considerations.

**5.135** Our evidence base on environmental protection is summarised in more detail in our Topic Paper 13 'Natural resources and pollution' (January 2011).

**Key delivery items: Policy CP18 – Environmental protection**

What?	Cost and funding?	Who?	How?	When?
Assessment of planning applications	Supporting evidence and fees / Development implementation budget	The applicants / Wigan Council	In line with development management processes and procedures, including our supplementary planning documents as appropriate	As required by developers
Revision of the Air Quality supplementary planning document	Planning and Transport Strategy budget	Wigan Council	In line with statutory processes, our Statement of Community Involvement and in accordance with this policy	To be confirmed

**Question CP 18**

Do you think that policy CP18 sets out the right strategic planning policy for environmental protection - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

**Developer contributions**

**5.136** This policy brings forward the former development management policy principles DM8 'Planning obligations and community infrastructure levy' from the 'Preferred Options' stage (June 2009), but more strategically.

## Policy CP 19

We will ensure that there is capacity for new development and help make the borough an attractive place for people to live and businesses to locate and thrive, by:

1. Ensuring that development funds, or contributes to the funding of, necessary off-site works or programmes in accordance with the provisions of legislation, national planning policy and other local planning policies.
2. Ensuring that a levy is placed on development to fund, or contribute to the funding of, improving our infrastructure in accordance with the provisions of legislation, national planning policy, other local planning policies and our infrastructure delivery plan and provided that it is viable.

**5.137** The principle of securing contributions from developers to fund or assist in funding or off-site works and infrastructure of benefit to the whole community is well-established in the planning system.

**5.138** Planning obligations are the current mechanism used to secure additional infrastructure or improved community services and facilities, the need for which arises from new development. They are intended to make acceptable development which would otherwise be unacceptable in planning terms.

**5.139** Provisions for a community infrastructure levy have been made nationally and are likely to be advanced as a local levy or tariff. We will establish a levy or tariff locally once confidence has returned to the development industry. It would apply to most development and would be used to deliver infrastructure in line with our infrastructure delivery plan. The plan will show how the proposals in the core strategy will be delivered. At such a time, planning obligations would be used for affordable housing and remaining matters only.

**5.140** Financial contributions secured through planning obligations and the community infrastructure levy will be closely monitored so as to provide a full audit trail of expenditure.

**5.141** Our evidence base on 'developer contributions' is summarised in our Topic Papers and our infrastructure delivery plan.



**Key delivery items: Policy CP19 – Developer contributions**

What?	Cost and funding?	Who?	How?	When?
Community infrastructure including transport, utilities and waste, health, education, community safety, culture, leisure, green infrastructure, renewable energy, affordable housing, training and mitigation or compensation for harmful air quality impacts	To be established in our infrastructure delivery plan and related charging schedule.	Developers	In line with statutory processes and procedures	When market conditions allow

**Question CP 19**

Do you think that policy CP19 sets out the right strategic planning policy for developer contributions - if not, what should it be?

Is there anything missing or inaccurate about the supporting text and 'key delivery items' table - if so, what?

## SIX

## Next steps

**6.1** We will consider the representations that we receive on our Revised Proposals and Draft Policies and use them to inform our draft Core Strategy, which formally will be our 'Publication' or 'pre-submission' Core Strategy. This will be the version of the Core Strategy that we want to adopt, based upon strong evidence, effective community and stakeholder involvement and a full sustainability appraisal. Our spatial policies and core policies will be fully worked-up together with our framework for implementation (delivery) and monitoring. This will be the last opportunity for you to submit representations in favour of, or against, any part of the Core Strategy.

**6.2** However, you shouldn't wait to get involved until the pre-submission stage. If you have made your case to us earlier in the plan preparation process you will be in a stronger position later on. This is because the principle for all participants is to get involved and try and resolve issues as early as possible in the process (and equally applies to us too). If you introduce anything new at the draft Core Strategy (publication stage), you will have to support it with evidence, community and stakeholder involvement and a sustainability appraisal. If you introduce it now, it is our responsibility to do this.

**6.3** On conclusion of the draft Core Strategy stage we will consider the representations that we have received and whether we should make any further changes to the Core Strategy as a result. Any such changes will have to be minor or we will need to consult again.

**6.4** We will then submit the Core Strategy and all representations received at the draft Core Strategy stage to the Secretary of State. An independent planning inspector will then be appointed to consider at an 'Examination-in-Public'. This will be in the second half of 2011 at the earliest.

**6.5** The main purpose of independent examination is for the Inspector to consider whether we have complied with legislation and whether the Core Strategy is 'sound'. There are a number of legislative requirements that we have to meet. These include checking that the Core Strategy:

- 
- has been prepared in accordance with our Local Development Scheme and in compliance with our Statement of Community Involvement and the regulations.
  - has been subject to sustainability appraisal.
  - has regard to national policy.
  - had regard to our Sustainable Community Strategy.

**6.6** The Inspector is then required to determine whether the plan is 'sound'. To be 'sound' the Core Strategy must be:

- **Justified** - founded on robust and credible evidence and the most appropriate strategy when considered against the reasonable alternatives.
- **Effective** - capable of being delivered, flexible (to respond to changing circumstances) and able to be monitored.
- **Consistent** with national policy.

**6.7** The Inspector's report will be binding on us. Provided that the Inspector is satisfied that the Core Strategy is legally compliant and is, or can - with modifications that would not undermine the process - be 'sound', we will then adopt the Core Strategy. This will be in 2012.

## Appendix A

# Carbon reduction framework

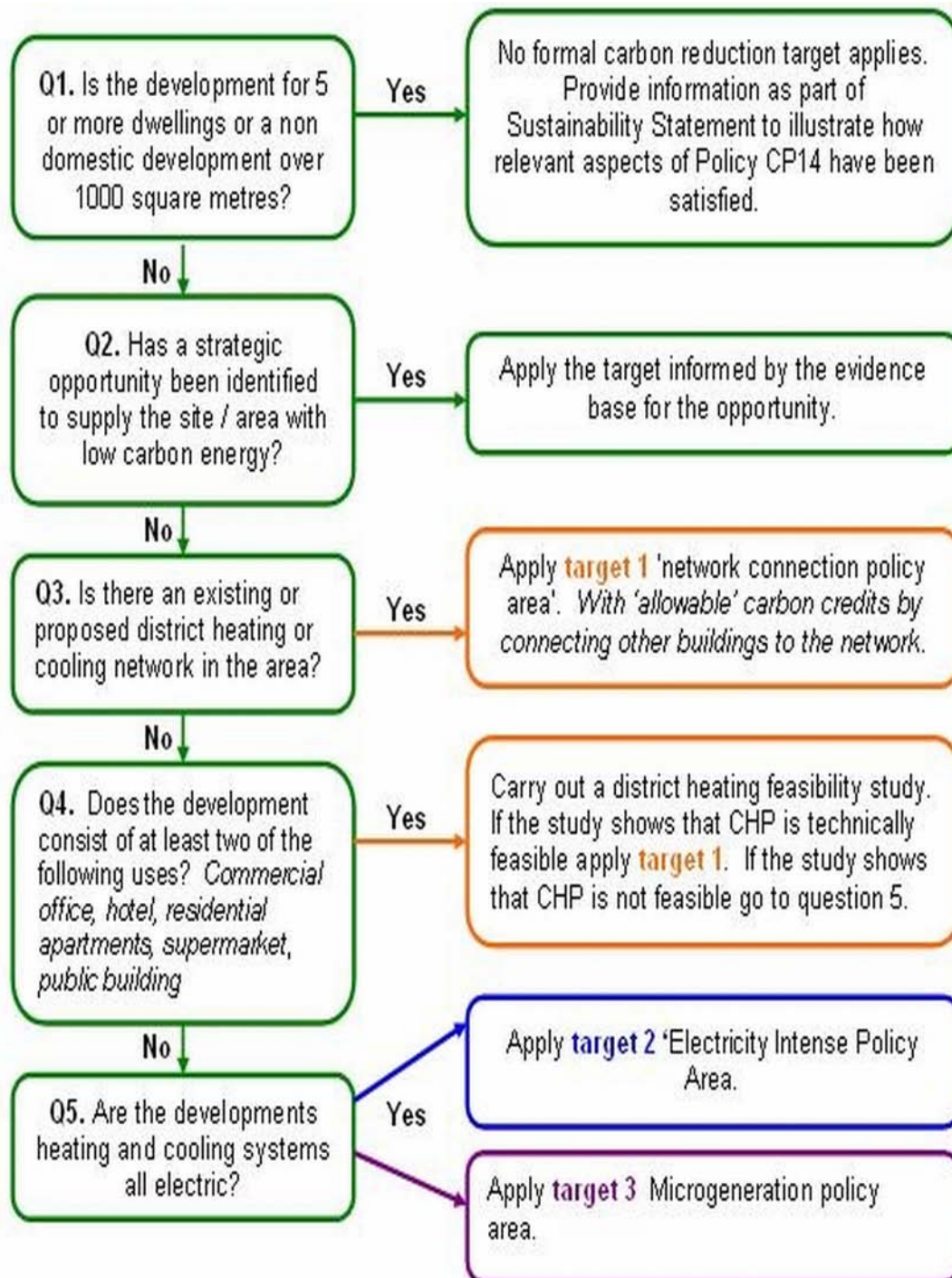
Development above the thresholds stated in policy CP14 will be required to demonstrate how they have satisfied our carbon reduction framework.

Three different targets will apply, with the appropriate target being identified by referring to the flow chart below.

**Target 1 - Network development area** - Locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling. For example, town centres, mixed use, high-density development.

**Target 2 - Electricity intense buildings** - Locations where the predominant building type has all-electric services, resulting in higher associated carbon emissions. For example, industrial units, commercial property, flats/apartments.

**Target 3 - Micro-generation area** - Locations where the lower densities and a fragmented mix of uses tend to favour building scale solutions. For example, suburban housing developments.



### Minimum on-site targets

There are a range of options for reducing the carbon footprint of a development through on-site measures.

The Government's definition on zero carbon development refers to such as measures as 'carbon compliance'. We will expect these measures to be considered as a priority for new development, in line with the energy hierarchy.

Target area	Minimum requirement based upon on-site measures	
	Domestic	Non domestic
	5 units or more	1,000 sq.m. or above
Target 1: Low carbon network development area	Combined heat and power / district heating connection required	Combined heat and power / district heating connection required
Target 2: Electricity intense buildings	+17% increase on Part L*	+10% increase on Part L*
Target 3: Micro-generation area	+15% increase on Part L*	+15% increase on Part L*

\* Part L of the building regulations

### Indicative maximum targets

In some situations, it may not be possible to meet the carbon reduction targets through on-site measures. Alternatively, there may be an identified opportunity to achieve even greater carbon savings through the development of energy infrastructure 'off-site'.

In these situations, the developer will have the option to meet the appropriate carbon reduction target through off-site 'allowable solutions'

However, as these solutions are typically cheaper to implement than a comparative carbon reduction on site, the council is likely to seek a higher carbon reduction target in accordance with the indicative maximums outlined in the table below.

Target area	Indicative maximum targets from allowable solutions	
	Domestic	Non domestic
	5 units or more	1000sqm or above
Target 1: Low carbon network development area	Up to 73% carbon reduction from Part L*	Up to 73% carbon reduction from Part L*
Target 2: Electricity Intense Buildings	Up to 56% carbon reduction from Part L*	Up to 28% carbon reduction from Part L*
Target 3: Micro-generation area	Up to 42% carbon reduction from Part L*	Up to 49% carbon reduction from Part L*

\* Part L of the building regulations

The maximum requirement will be dependant upon the cheapest option being available, which, as an off-site contribution would need to be offset against 'unregulated' emissions. This requirement could however, and at the developer's discretion, albeit at a greater cost, be used to increase a Code for Sustainable Homes score.

### Viability

Achieving the carbon reduction targets will be subject to the solutions being feasible and viable for a particular development.

Developers will be expected to clearly demonstrate that carbon reduction measures are unviable. Furthermore, capital costs should not be the sole decision-making driver in a way that prejudices good longer-term solutions.

Innovative funding and investment solutions should be explored.

If carbon reduction measures are unviable on a particular site, developers may still be required to make an appropriate payment into a carbon management investment fund as an alternative.

This carbon management fund would provide financial resources to strategically coordinate and phase the infrastructure required to deliver larger scale energy generation technologies and infrastructure such as network reinforcement and district heating networks, either within Wigan or within the wider City-Region.

The contributions could be allocated through the Section 106 or Community Infrastructure Levy mechanisms. However, contributions would only be sought when a carbon management fund has been established in Wigan Borough or for Greater Manchester - see policy CP19 'Developer Contributions'.

### **Justification for stretch targets**

Our carbon reduction targets represent an increase over Part L. This is to take account of 'unregulated emissions', which largely relates to electricity use and has been rising steadily since 1990.

Unregulated emissions are not subject to regulation until it is brought under the zero carbon definition in 2016 and 2019 and so, in the context of the city region's stated objective to differentiate itself as a Low Carbon Economic Area; these targets serve as a means of providing interim reductions.

The indicative maximum targets are based upon detailed case studies and costings produced as part of the AGMA Decentralised Energy Study (2009).

### **How will it be delivered?**

The carbon reduction framework will apply to all new development above the thresholds set in this policy.



Applicants will be expected to submit appropriate information detailing how the relevant carbon reduction target will be met. This may be part of a Design and Access Statement, a national standard assessment such as BREEAM, as part of an Environmental Impact Assessment, or as a separate carbon statement / energy plan. Duplication should be avoided.

The council will seek to help developments reduce their carbon emissions by supporting decentralised energy schemes that can contribute to 'allowable solutions'.

We will also seek to identify opportunities to link low-carbon energy infrastructure from new development to existing developments. Public buildings could be particularly important as anchor loads for heat networks.

We will seek to establish a carbon management fund that will allow developers to achieve their carbon reduction targets should measures be unfeasible on-site.

The fund would be aligned with section 106 / Community Infrastructure Levy contribution procedures, and strategic opportunities would be identified and delivered through Borough-wide and City Region action plans.

These opportunities may also involve efficiency programmes in existing properties or contributions to network reinforcement.

Higher carbon reduction targets may be requested for certain developments when specific opportunities have been identified and evidence-based. Developing Area Action Plans, master-plans and energy plans will help us to push for higher targets than those in the Carbon Reduction Framework.

### **Allowable Solutions**

In order to achieve zero carbon development it will usually be necessary to implement measures beyond the 'red line' boundary of a site. These measures are known as allowable solutions, and are usually cheaper than further on-site investment, so bigger carbon savings can be achieved, without affecting viability.

The exact form and list of these solutions that will be permitted are yet to be drawn up, but some examples of lower cost options for reducing carbon emissions are as follows.

- Contribution to the development of district heating networks.
- Contribution towards district or city region large scale energy projects, such as wind clusters.
- Shared micro-generation investments. Contributions towards larger and more economical installation programmes.

Further details on allowable solutions will be provided as part of a Supplementary Planning Document or other guidance.

### **Submitting a Carbon / Energy Statement**

All developments over the threshold for applying our carbon reduction framework targets must submit an appropriate carbon statement.

Although flexible, the statement should cover the following basic components.

- Overview of the scheme including mix of uses, floor space and phasing.
- Servicing strategy and appropriate carbon reduction target to be applied
- Baseline energy demand and carbon emissions by building type and phase.
- Carbon reduction measures taken - passive design and efficiency
- Low carbon technologies considered
- Comparison of technologies and selection of 'best' option
- Carbon emissions reduction achieved from selected measures
- Impacts on energy networks and proposed mitigation / enhancement measures.
- Viability issues
- Monitoring arrangements

Further details and advice on the information required in Energy Statements will be set out in a Supplementary Planning Document or other guidance.