Wigan Borough Local Plan

Topic Paper 1: People

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Note of changes made since the August 2026 version of this document:

Section	
3.1.25-3.1.26	To cover additional evidence
3.4.18	To reflect comments from Sport England

1. Introduction

1.1.1 This is one of 7 Topic Papers each one relating directly to one of the 7 policy chapters in the Draft Wigan Borough Local Plan. This is Topic Paper 1 on People.

1.1.2 The topic papers distil the evidence base that has been collated and, where applicable, commissioned to support the Local Plan, and set out the key messages to help demonstrate that the plan meets the tests of soundness in a proportionate way, specifically that it has been positively prepared, is justified and appropriate, is deliverable and effective, and is consistent with national policy and relevant strategic policies for the area, as set out in paragraphs 35 and 36 of the National Planning Policy Framework (December 2023).

1.1.3 It starts with the planning policy context for People and identifies the policy requirements for the Local Plan to address, before focusing on more depth of each of those policy requirements. This includes reference to proposed site allocations for People in the Local Plan, but they are primary covered in separate Site Reports for each site.

1.1.4 The 7 Topic Papers need to be read alongside the 6 Site Allocation Assessment Reports and the self-assessment toolkit reports. For more detailed information reference should be made to the source reports and studies.

2. The planning policy context for People

2.1 The National Planning Policy Framework

2.1.1 The National Planning Policy Framework (NPPF) was updated in August 2026. However, the Local Plan is being reviewed against the NPPF December 2023 version due to a criterion within the transitional arrangements surrounding the Places for Everyone plan.

2.1.2 Where relevant, material consideration has been given to the December 2024 version of the NPPF when preparing the People policies outlined in Section 3, particularly where the changes made relate primarily to development management. The August 2026 version was published too late to be considered in our topic papers, or to inform content in the Local Plan.

2.1.3 National planning policy on People is set out in section 8 of the NPPF (December 2023) - 'Promoting Health and Safe Communities'.

2.1.4 The NPPF raises a number of policy requirements and challenges for Local Plans, as set out in the Local Plan Route Mapper Toolkit Part 2: Local Plan Form and Content Checklist from the Planning Advisory Service (PAS) (May 2025). As the PAS Toolkit is based on the December 2024 version of the NPPF, the council has revised it to align with the December 2023 version against which the Local Plan will be examined. With numbering from the revised toolkit, these policy requirements and challenges are that Local Plans should:

45. Achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible, and enable and support healthy lifestyles.

46. Plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

47. Take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

48. Guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

49. Ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community

50. Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

51. Consider the social, economic and environmental benefits of estate regeneration.

52. Plan positively to meet school requirements and to encourage development which will widen choice in education.

53. To ensure faster delivery of other public service infrastructure such as further education colleges, hospitals and criminal justice accommodation, work proactively and positively with promoters, delivery partners and statutory bodies to plan for required facilities and resolve key planning issues before applications are submitted.

54. Promote public safety and take into account wider security and defence requirements.

55. Provide open space, sports and recreational facilities which meets the needs of the local area. Consider how they can deliver wider benefits for nature and support efforts to address climate change.

56. Protect and enhance public rights of way and access.

2.1.5 We are publishing the revised version of the Local Plan Route Mapper Toolkit Part 2: Local Plan Form and Content Checklist with our response to each of these requirements separately. The remainder of this section in this Topic Paper sets out what the policy requirements are for People in the Wigan Borough Local Plan, including the extent that, given it will sit alongside the Places for Everyone Plan, it needs to meet the requirements in the NPPF.

2.2 Legislation

2.2.1 Relevant legislation on the People topic area relates to health and social care and developer contributions / planning obligations:

- The Health and Care Act 2022: This establishes new legislative measures, such as Integrated Care Boards (ICB) that aim to make

it easier for health and care organisations to deliver joined up care for people who rely on different services.

- The Town and Country Planning Act 1990, section 106: This sets out the criteria for, and the process of, requiring planning obligations from development.
- The Community Infrastructure Levy Regulations (2010): Regulation 122 sets out the limitations on the use of planning obligations (s106) to where it is necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind to the development.

2.3 Planning Practice Guidance

2.3.1 Planning Practice Guidance is an online resource that is updated on an ongoing basis as needed. There is a wide range of guidance on People, including in relation to health, education, open space, sport and recreation, and the creation of safe communities.

Health

2.3.2 Relevant guidance on achieving healthy and inclusive communities states that:

- The design and use of the built and natural environment including infrastructure are the main determinates of health and wellbeing. Planning and health need to be considered in terms of creating environments that support and encourage healthy lifestyles and in terms of securing facilities for primary, secondary and tertiary care and the wider health and care system (Paragraph: 001 Reference ID: 53-001-20190722).
- Engagement between plan making bodies and relevant organisations will help ensure that local strategies to improve health and wellbeing and the provision of the required health infrastructure are supported and considered in plans. The first point of contact on population health and wellbeing issues, including health inequalities, is the Director of Public Health for the local authority. Plan-makers may also need to involve Health and Wellbeing Boards, NHS England, local Clinical Commissioning Groups, Sustainability and Transformation Partnerships, and Local Healthwatch organisations, who provide key plans, strategies and reports and engage with communities (Paragraph: 002 Reference ID: 53-002-20190722).

- The National Design Guide sets out detail on promoting social interaction through inclusive designs and guidance on tenure neutral design and spaces that can be shared by all residents for the benefit of people's physical and mental health and wellbeing. It also states that a healthy place is inclusive and promotes social inclusion; and meets the needs of children and young people to grow and develop, as well as being adaptable to the needs of an increasingly elderly population (Paragraph: 003 Reference ID: 53-003-20191101).
- Planning can influence the built environment to improve health and reduce obesity and excess weight in local communities by supporting opportunities for communities to access a wide range of healthier food production and consumption choices. Planning policies and supplementary planning documents can seek to limit the proliferation of particular uses where evidence demonstrates this is appropriate (Paragraph: 004 Reference ID:53-004-20190722).
- Local authorities should consider seeking details from applicants, setting out what measures will be put in place to reduce the litter associated with a proposed hot food takeaway development, to ensure there is no unacceptable impact from litter on the amenity of the area such as installing litter bins, commitments to undertake litter picking nearby and within a reasonable walking distance, and advisory signage (Paragraph: 013 Reference ID:53-013-20220807).
- Plan-making bodies should discuss their emerging strategy for development at an early stage with health partners, and the implications of development on health and care infrastructure. It is helpful if the Director of Public Health is consulted on any planning applications (including at the pre-application stage) that are likely to have a significant impact on health and wellbeing to allow them to work together on any necessary mitigation measures. A health impact assessment is a useful tool to use where there are expected to be significant impacts. Information gathered from this engagement will assist local planning authorities in considering whether the identified impact(s) could be addressed through planning conditions or obligations, or whether the identified need could be funded through the Community Infrastructure Levy (Paragraph: 005 Reference ID:53-005-20190722).

2.3.3 Relevant guidance on advertisements states that:

- Advertisements are controlled with reference to their effect on amenity and public safety only, so the regime is lighter touch than the system for obtaining planning permission for development (Paragraph: 001 Reference ID: 18b-001-20140306).
- "Amenity" is not defined exhaustively in the Town and Country Planning (Control of Advertisements) (England) Regulations 2007. It includes aural and visual amenity (regulation 2(1)) and factors relevant to amenity include the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural or similar interest (regulation 3(2)(a)).

It is, however, a matter of interpretation by the local planning authority (and the Secretary of State) as it applies in any particular case. In practice, "amenity" is usually understood to mean the effect on visual and aural amenity in the immediate neighbourhood of an advertisement or site for the display of advertisements, where residents or passers-by will be aware of the advertisement.

Education

2.3.4 Relevant guidance on supporting the educational needs of current and future populations states that:

- Local authorities with education responsibilities forecast the need for new school places and report this to the Government through an annual school capacity survey. There is guidance from the Department of Education titled 'Securing developer contributions for education' on estimating pupil numbers from new housing and securing contributions for the creation of additional school places for all education phases over the plan period (Paragraph: 007 Reference ID:53-007-20190722).
- Plans should allocate sufficient suitable land for schools to meet the need anticipated from new development over the plan period, including land adjacent to education sites for future expansion, taking into account needs that may cross local authority boundaries. Master-planning of large developments with multiple developers can help to inform decisions about the appropriate scale and siting of new or expanded schools (Paragraph: 008 Reference ID:53-008-20190722).

Safety

2.3.5 Relevant guidance on creating safe communities states that:

- Planning provides an important opportunity to consider the security of the built environment, those that live and work in it

and the services it provides. Section 17 of the Crime and Disorder Act 1998 (as amended) requires all local, joint and combined authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. Crime for these purposes includes terrorism (Paragraph: 009 Reference ID:53-009-20190722).

Open space, sports and recreation

2.3.6 Relevant guidance on open space, sport and recreation facilities states that:

- Open space should be taken into account in planning for new development and consider proposals that may affect existing open space (NPPF paragraph 96). Open space provides health and recreation benefits to people living and working nearby, has an ecological value and contributes to green infrastructure (NPPF paragraph 171), is an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development (NPPF paragraphs 7-9). It is for local planning authorities to assess the need for open space and opportunities for new provision in their areas having regard to the duty to cooperate where open space serves a wider area (Paragraph: 001 Reference ID: 37-001-20140306).
- Authorities and developers may refer to Sport England's guidance on how to assess the need for sports and recreation facilities (Paragraph: 002 Reference ID: 37-002-20140306).
- Local planning authorities are required to consult Sport England in certain cases where development affects the use of land as playing fields. Where there is no requirement to consult, local planning authorities are advised to consult Sport England in cases where development might lead to loss of, or loss of use for sport, of any major sports facility or use for sport of a major body of water, creation of a major sports facility or site for one or more playing pitches, development which creates opportunities for sport (such as the creation of a body of water bigger than two hectares following sand and gravel extraction), artificial lighting of a major outdoor sport facility, or a residential development of 300 dwellings or more (Paragraph: 003 Reference ID: 37-003-20140306).

2.3.7 Relevant guidance on Local Green Space designations states that:

- Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities (Paragraph: 005 Reference ID: 37-005-20140306).
- Local Green Space designation is for use in Local Plans or Neighbourhood Plans (Paragraph: 006 Reference ID: 37-006-20140306).

  The green area will need to meet the criteria set out in paragraph 100 of the National Planning Policy Framework. Whether to designate land is a matter for local discretion. For example, green areas could include land where sports pavilions, boating lakes or structures such as war memorials are located, allotments, or urban spaces that provide a tranquil oasis (Paragraph: 013 Reference ID: 37-013-20140306).

Developer contributions

2.3.8 Relevant guidance on developer contributions states that:

- Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms and must be: necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. These tests are set out as statutory tests in regulation 122 (as amended by the 2011 and 2019 Regulations) and as policy tests in the National Planning Policy Framework.

  Planning obligations, in the form of section 106 agreements and section 278 agreements (legal agreements that enable developers to work on public highways), should only be used where it is not possible to address unacceptable impacts through a planning condition. Authorities can choose to pool funding from different routes to fund the same infrastructure provided that authorities set out in infrastructure funding statements which infrastructure they expect to fund through the levy. Plan makers should consider the combined total impact of such requests so they do not undermine the deliverability of the plan. (Paragraph: 002 Reference ID: 23b-002-20190901).
- Policies for planning obligations should be set out in plans and examined in public, they should be informed by evidence of infrastructure and affordable housing need, and a proportionate assessment of viability (Paragraph: 004 Reference ID: 23b-004-20190901).

- The 2019 amendments to the regulations removed the previous restriction on pooling more than 5 planning obligations towards a single piece of infrastructure. Authorities should set out in an infrastructure funding statement which infrastructure they intend to fund and detail the different sources of funding (Paragraph: 006 Reference ID: 23b-006-20190901).
- Plan makers and decision makers should consider existing or planned/committed school capacity and whether it is sufficient to accommodate proposed development within the relevant school place planning areas.

  Developer contributions towards additional capacity may be required and if so this requirement should be set out in the plan. Plan makers should also consider whether pupils from planned development are likely to attend schools outside of the plan area and whether developer contributions may be required to expand schools outside of the area (Paragraph: 008 Reference ID: 23b-008-20190315).
- 'Infrastructure' is defined for the purposes of reporting developer contributions as Affordable housing; Education (Primary / Secondary / Post-16 / Other); Health; Highways; Transport and travel; Open space and leisure; Community facilities; Digital infrastructure; Green infrastructure; Flood and water management; Economic development; Land; Section 106 monitoring fees; Bonds (held or repaid to developers); Other (Paragraph 035 Reference ID: 23b-035-20190901).

2.4 Development plan documents that will be replaced by the Local Plan, on adoption

The Replacement Unitary Development Plan (2006)

2.4.1 The Replacement Unitary Development Plan (UDP) was adopted in 2006 but many policies within it were replaced by policies in the Local Plan Core Strategy when it was adopted in September 2013 – see Appendix A of the Core Strategy for details. Those policies are shown crossed out in the contents list in the version of the UDP on the council's website.

2.4.2 Remaining policies relating to People in the UDP are as follows, with the intention to replace them with content in the Local Plan as applicable.

- **Policy C1B: Open Space, Sport and Recreation Provision:** This sets local standards for football and rugby pitch provision and

specifies the criteria for new or improved new sport and recreation provision to enable shortfalls to be met.

- **Policy C1C: Protection of Open Space and Sport and Recreation Provision:** This specifies the circumstances in which the Council will permit development on open space or land and/or buildings which are used, or were most recently used for, sport and recreation.
- **Policy R1E: Open Space in New Housing Developments:** This specifies the requirements for open space within new housing developments to be on-site for schemes over 100 homes or a financial contribution toward off-site provision for schemes of 1-99 homes.

2.4.3 They are listed in Appendix 4 to the Local Plan with details of what policies will replace them, as applicable.

The Local Plan Core Strategy (2013)

2.4.4 The Local Plan Core Strategy was adopted in 2013. Some policies, and a part of one policy, within it were replaced by policies in the Places for Everyone (PfE) Plan when it was adopted in March 2024 – see Appendix A of the Places for Everyone Plan for details. Those policies are shown crossed out in the version of the Core Strategy on the council's website.

2.4.5 Remaining policies relating to Places in the Local Plan Core Strategy, with the intention to replace them with content in the Local Plan as applicable. are:

- **Policy CP2: Open Space, Sport and Recreation:** This sets out how the Council will protect and enhance the borough's open spaces and sporting facilities and maximise opportunities for people to engage with sport and recreation. This includes maintaining and enhancing parks, local nature reserves, and other natural/semi-natural and amenity greenspaces and the walking and cycling routes within them, enabling better access to allotment provision, supporting the use of school and club-based sport and recreation facilities, determining proposals which would include the loss of open space or sporting facilities in accordance with national policy and local standards, and maintaining and improving other opportunities for sport and recreation activities.
- **Policy CP3: Community Facilities:** This seeks to protect and enhance community facilities by enabling the provision of new and improved facilities that are accessible to the communities

they serve, including requiring new and appropriate provision as part of large scale housing developments, and only allowing development that would result in the loss of a community facility where certain criteria are met.

- **Policy CP18: Developer Contributions:** This ensures that developers fund or contribute financially to improve infrastructure in accordance with legislation, national planning policy and Wigan's Infrastructure Delivery Plan.

2.4.6 They are listed in Appendix 4 to the Local Plan with details of what policies will replace them, as applicable.

2.5 Supplementary Planning Documents

2.5.1 There are a number of Supplementary Planning Documents (SPD) that support policies on People. A brief description and purpose for each SPD is set out below.

Planning for Health (2022)

2.5.2 This provides guidance and supporting information to facilitate the delivery of healthier developments and positively influence the impact that planning decisions have on health and wellbeing in the borough. The document is based around ten key topic areas which are integral to the application of a Health Impact Assessment (HIA) for schemes subject to Environmental Impact Assessment (EIA) screening, and a Planning for Health Checklist for all other major developments.

2.5.3 The SPD also sets out a clear and consistent process for calculating developer contributions to address capacity issues in the health care system that result from new development proposals, and applies a framework for managing the provision of new hot food takeaways in the borough to help tackle obesity and other related health issues.

Open Space in New Housing (2013)

2.5.4 This SPD advises developers and their agents on the mechanisms for implementing saved policy R1E for open space provision in new housing developments. It provides worked examples of on-site or off-site provision and on the scale of charges which will be levied, for both the provision and maintenance of open space and off-site play equipment required as part of development.

Hot food establishments (2004)

2.5.5 This SPD advises on how applications for new, or extensions to existing, hot food establishments will be determined including

details on noise and disturbance, over-concentration, highway safety, odour, waste storage, extensions and alterations, signage, and sandwich shops.

2.5.6 The SPD also provides detail on how developer contributions should be calculated and how contributions would be spent, in line with policy G1B, and subsequently policy CP18.

2.6 Neighbourhood plans

2.6.1 There are Neighbourhood Plans for Standish (2019), Golborne and Lowton West (2023) and Abram (2025). There are policies on People in all three neighbourhood plans.

The Standish Neighbourhood Plan

2.6.2 The Standish Neighbourhood Plan has the following policies that relate to People:

- **Policy VE4: Control of Hot Food Takeaways:** This places restrictions on the capacity of hot food takeaways within the Village Centre.
- **Policy VE5: Drinking establishments (Class A4 use) and Hotels (Class C1 use):** This seeks to resist development that would result in the loss of hotels or drinking establishments unless certain criteria can be demonstrated.
- **Policy OS1: Creation of Green Corridors for Access and Enhanced Biodiversity:** This supports the creation of new green / wildlife corridors with particular reference to two areas:
    - The area of ponds at Almond Brook Road, the ponds south of Pepper Lane, and the land in between.
    - The Victoria Pit reclamation area north and eastwards towards Rectory Lane and Chorley Road.
- **Policy OS2: Local Green Spaces:** This designates four Local Green Spaces affording them protection from development unless very special circumstances demonstrate otherwise. These are: Almond Brook Ponds, Victoria Pit, Robin Hill Field and Southlands Rec.
- **Policy OS4: Amenity Green Spaces:** This designates 27 amenity green spaces in Standish. These areas should be retained and enhanced and development that would result in the loss of an amenity green space will only be supported where the remaining area, or a nearby amenity green space, will be enhanced.

- **Policy SLC1: Improvements to Sport, Recreational and Leisure facilities at Ashfield Park:** This supports proposals for new, extended and/or improved facilities within Ashfield Park where certain criteria are met, in line with national policy.
- **Policy SLC2: Southlands Rec – Creation of a park with Sport and Leisure Facilities:** This aspires to create a community park at Southlands Rec with leisure and sport facilities.
- **Policy SLC3: Improve Sport, Recreation and Leisure:** This supports proposals for new, enhanced, extended and/or improved leisure, sport and children's play facilities within the Neighbourhood Area where certain criteria are met.
- **Policy SLC4: Enhancement and Protection of Community Facilities:** This applies to Standish Library, Standish Community Centre and The Line / Standish Cycleway. It states that proposals for their enhancement and improvement will be supported and proposals that would result in their loss will only be supported where the asset is no longer financially viable or of value to the community, or where a suitable replacement can be provided elsewhere.
- **Policy F1: The Use of S106 Agreements and/or Community Infrastructure Levy Funding to Support Community Development:** This states that developer contributions will be sought toward community infrastructure where the obligation is necessary to make the development acceptable in planning terms, is directly related to the development, and is fair and reasonably related in scale and kind to the development.

Golborne and Lowton West Neighbourhood Plan

2.6.3 The Golborne and Lowton West Neighbourhood Plan has the following policies that relate to People:

- **Policy GLW-D4: Parks:** This only supports development within Golborne Park where it is small-scale and relating to recreational use and does not compromise green character; and only supports built development at Legh Street Park where it can be demonstrated that the existing sports and recreational uses are no longer needed.
- **Policy GLW-D5: Local Green Space:** This designates one Local Green Space: Copse Field at Lightshaw Meadows, affording it protection from development unless very special circumstances demonstrate otherwise.

- **Policy GLW-C2: Community Facilities:** This supports new community facilities, including the creation of a new community hub, in the town centre, and only supports new facilities outside the town centre where certain criteria apply.

Abram Neighbourhood Plan

2.6.4 The Abram Neighbourhood Plan has the following policies that relate to People:

- **Policy GS1: Local Green Space:** This designates two Local Green Spaces: Maypole Wood and Platt Bridge Community Green, affording them protection from development unless very special circumstances demonstrate otherwise.
- **Policy GS2: Proposed Green Corridor:** This designates a green corridor and only allows development within it where it can be demonstrated how it minimises impacts on, and provides net gains for, biodiversity. and does not detract from the accessibility and movement network of the corridor.
- **Policy GS3: Recreational Areas and Spaces:** This relates to all parks, recreation spaces, play areas and fishing ponds within the Neighbourhood Area. The policy supports the enhancement of recreational areas and will not support the loss of such areas unless it is replaced by equal or better facilities, in line with national policy.

2.7 The Places for Everyone Plan

2.7.1 The Places for Everyone (PfE) Plan was adopted in March 2024. It is the strategic plan for Greater Manchester, not including Stockport but including the other nine districts, of which Wigan Borough is one. On adoption, the Wigan Borough Local Plan will sit alongside the PfE Plan, as part of the wider development plan for the borough, and should be consistent with it, in line with the December 2023 version of the NPPF (paragraph 36).

2.7.2 The PfE Plan has a mix of strategic and detailed policies. It has 5 policies relating to the People topic area, the key elements of which are set out in turn below.

Policy JP-P1: Sustainable Places

2.7.3 With the objective of facilitating development which contributes to creating beautiful, healthy and varied places, policy JP-P1 identifies several key attributes that all development, where appropriate, should be consistent with. These include distinctive, visually

stimulating, socially inclusive, safe, resilient, adaptable, durable, resource efficient, safe, supported by critical infrastructure, functional and convenient, legible, permeable, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure, and well served by local shops, services and amenities.

Policy JP-P3: Cultural Facilities

2.7.4 This sets out a range of measures which will be taken to proactively develop and support cultural businesses and attractions across Greater Manchester's towns and cities. These include protecting existing venues, facilities and uses; supporting the development of new venues; promoting new, or enhancing existing locally-distinct clusters of cultural facilities, especially where they relate to local regeneration and town centre renewal; identifying, protecting and enhancing strategic clusters of cultural attractions; considering the use of vacant land or properties for pop-up or meanwhile uses; maximising opportunities for redundant heritage assets; considering the identification of 'Creative Improvement Districts' where such identification would enhance the local economy; and, supporting a mix of uses within Creative Improvement Districts and managing conflict between cultural activity and other uses.

Policy JP-P5: Education, Skills and Knowledge

2.7.5 This promotes significant enhancements in education, skills and knowledge by enabling the delivery of new and improved accessible facilities for all ages including early years, schools, further education and adult training; ensuring delivery of sufficient school places to respond to demands from new housing through forecasting models and, where appropriate, requiring developments to make a financial contribution toward school places or land; and supporting the continued growth of the university sector.

Policy JP-P6: Health

2.7.6 This requires new development, as far as practicable, to help tackle health inequality. This includes requiring, where appropriate, the provision of new or improved health facilities as part of new developments; incorporating active design principles to encourage physical activity; and being supported by a Health Impact Assessment to help ensure that they contribute towards creating healthier environments.

Policy JP-P7: Sport and Recreation

2.7.7 This seeks to protect and enhance the region's network of high quality and accessible sport and recreation facilities to support

greater levels of activity for all ages. This includes creating a public realm that provides frequent opportunities for play and that can be enjoyed by all ages together; requiring new development to provide new or improved facilities; locating and designing recreation facilities in relation to housing for accessibility and minimising disturbance to residential amenity; protecting and enhancing the public rights of way network; encourage a sports facilities mix in all education settings; and, enabling the continued development of major sports facilities and events.

2.7.8 The policy requires local authorities to set out comprehensive and detailed recreational standards and standards for designated play areas in their Local Plans, where appropriate, and to keep an up-to-date Sports Needs Assessment / evidence base.

2.8 The policy requirements for People in the Wigan Borough Local Plan

2.8.1 Having considered the national planning policy and guidance and, where applicable, legislation for the Local Plan on planning for People, the existing local development plan that will be replaced by the Local Plan, the wider planning policy and guidance locally across Supplementary Planning Documents and Neighbourhood Plans, and both the extent that the recently adopted Places for Everyone Plan both meets those requirements and sets new ones for the Local Plan, there is a strong case for the Wigan Borough Local Plan to include policies on the following matters:

- Planning for healthier living
- New hot food takeaways
- Gambling and short term loan establishments
- Protection of open space, sport and recreation provision
- Open space and play provision in new developments
- Delivering infrastructure
- Community facilities
- Development supporting users of publicly provided support services

2.8.1 This chapter is at the heart of the Local Plan's contribution on Progress with Unity. The policy on Planning for healthier living sits alongside policy PL1 on 'Securing high quality and inclusive design' but with more depth on how planning can enable and support healthier life choices. It adds to policy JP-P6 on 'Health' in the PfE Plan, which replaced previous content on 'Planning for health' in the Core Strategy and, together with the policy on hot food takeaways, are putting content that is largely within a supplementary planning document at present, into policy form where applicable.

2.8.2 The policies on open space, infrastructure and community facilities replace and update existing policies in the Core Strategy and/or UDP.

2.8.3 The other two policies are new policy areas on gambling and short-term loans, and publicly provided support services, which have arisen from our work on Progress with Unity within the council and with key partners.

2.8.4 It is not proposed to take forward policies on Education in the Local Plan, as it is considered to be covered sufficiently by policies in the PfE Plan, notably policy JP-P5: 'Education, skills and knowledge'.

3. Our People policies

3.1 Planning for healthier living

The proposed policy

3.1.1 Policy PE1 covers Planning for healthier living.

3.1.2 This policy seeks to ensure that new developments are planned positively for healthier living. It sets out the requirement for major developments to demonstrate through a Health Impact Assessment or Planning for Health Checklist that consideration has been given to the potential impact of the development on the health and wellbeing of the population, based around 10 topic areas.

The policy context for the proposed policy

3.1.3 In line with the NPPF and Planning Practice Guidance (notably Ref 53-005-20190722, Ref 53-001-20190722 and Ref 53-003-20191101), the ten topic areas identified in the policy reflect the potential impact of development on population health and wellbeing which is used to inform the Health Impact Assessment or Planning for Health Checklist.

3.1.4 The policy is consistent with PfE policies JP-P1 'Sustainable Places' and JP-P6 'Health'.

Key evidence

3.1.5 Key evidence supporting the content in the 'Planning for healthier living' policy includes Wigan's Planning for Health SPD, evidence produced by the government and national health bodies, and other key reputable evidence published nationally and internationally, and within the borough or sub-regionally; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Planning for Health SPD

3.1.6 The Planning for Health SPD was published in 2022. It provides guidance on how development can address and mitigate impacts on the following ten key topic areas:

- Active travel and accessibility
- Access to open space and the natural environment
- Creating great places
- Adaptation to climate change

- Air quality, noise and neighbourhood amenity
- Crime reduction and community safety
- Housing standards and affordability
- Access to work and training
- Access to healthy food
- Access to health and social care services and other social infrastructure

3.1.7 The SPD also provides guidance for developers on how to carry out a Health Impact Assessment or Planning for Health Checklist, and information on how Developer Contributions will be calculated.

3.1.8 The SPD is the basis for policy PE1, essentially in drawing key content from it for the purpose of a stronger policy position, notably for sections 3 and 4 of the Planning for Health SPD regarding health impact assessments and planning for health checklists. The SPD currently supplements policies in the Local Plan Core Strategy, notably Policy CP1: Health and wellbeing, and will need updating to supplement the stronger policy position provided by policy PE1.

Marmot Review – Fair Society, Healthy Lives

3.1.9 The Marmot Review was published in 2010 by the Local Government Association and proposes an evidence-based strategy to address the social determinants of health, the conditions in which people are born, grow, live, work, and age, and which can lead to health inequalities.

3.1.10 The review is centred around 6 objectives:

- Give every child the best start in life
- Enable all children young people and adults to maximise their capabilities and have control over their lives
- Create fair employment and good work for all
- Ensure healthy standard of living for all
- Create and develop healthy and sustainable places and communities
- Strengthen the role and impact of ill health prevention

3.1.11 The objectives in the review align with the topic areas in the proposed policy, and in the Planning for Health SPD, specifically Access to work and training and Access to health and social care.

Health Equity in England – The Marmot Review 10 years on

3.1.12 The updated report was published in 2020 and highlights that people can expect to spend more of their lives in poor health; improvements to life expectancy have stalled, and declined for women in the most deprived 10% of areas; the health gap has grown between wealthy and deprived areas; and, place matters – living in a deprived area of the North East is worse for your health than living in a similarly deprived area in London, to the extent that life expectancy is nearly five years less.

Spatial Planning for Health: An evidence resource for planning and designing healthier places (Public Health England, 2017)

3.1.13 This resource was published by Public Health England in 2017 with the objective of developing a series of practical diagrams that illustrate the linkages, and strength of evidence, between spatial planning and health based on the findings from a UK-centric umbrella literature review of the impacts of the built environment on health.

3.1.14 The guidance is designed around five key topic areas (neighbourhood design, housing, food environment, natural and sustainable environments, and transport), each with their own principles and case studies, and is intended to be used by health professionals and planners alike to enable joined up working.

3.1.15 This guidance document was a key influence on the preparation of the council's Planning for Health SPD in 2022 and, consequently, the five key topic areas upon which the guidance is based aligns closely with the ten key topic areas that are set out in policy PE1.

Putting Health into Place (NHS, TCPA, Public Health England, 2018)

3.1.16 The Putting Health into Place series was produced collaboratively by NHS England, TCPA and PHE and published in 2019. The series is based on the NHS England Healthy New Towns programme (launched in 2015) which explored how the development of new places could provide an opportunity to create healthier and connected communities with integrated and high-quality health services. The programme worked with 10 'demonstrator sites' with developments ranging from 900 to 15,000 homes at different stages of the process, with diverse health needs, levels of income and inequalities. At a national level the programme worked with government to influence policy in housing, planning and health; feeding into revisions of the National Planning Policy Framework,

National Planning Practice Guidance and through the convening of a new cross-government network to share expertise and embed healthy place-making across policy areas.

3.1.17 There are 4 documents in the series which explore the 3 objectives, divided into 10 principles, that the programme aimed to address, as follows:

- Putting Health into Place
  - Executive Summary (including demonstrator sites case studies)
- Plan, Assess and Involve
  - Principle 1: Plan ahead collectively
  - Principle 2: Assess local health and care needs and assets
  - Principle 3: Connect, involve and empower people and communities
- Design, Deliver and Manage
  - Principle 4: Create compact neighbourhoods
  - Principle 5: Maximise active travel
  - Principle 6: Inspire and enable healthy eating
  - Principle 7: Foster health in homes and buildings
  - Principle 8: Enable healthy play and leisure
- Develop and Provide Health Care Services
  - Principle 9: Develop health services that help people to stay well
  - Principle 10: Create integrated health and wellbeing centres

3.1.18 These 10 principles where also a key influence on the council's Planning for Health SPD in 2022, and therefore align closely with the ten key topic areas set out in policy PE1.

Joint Strategic Needs Assessment: Wigan Borough Population Health Profile 2023/24

3.1.19 The JSNA is updated annually and outlines the strengths and assets that support good health in the borough, identifying inequalities and the health needs of residents. The report is intended to enable effective strategic planning and to determine what actions, as a Wigan partnership, are needed to support communities, meet residents' needs, and build on local strengths to improve the health and wellbeing of the population.

3.1.20 The report provides information on key health outcomes, protective factors and preventable risks, child health, building blocks of good health, and access to high quality health services, using local case studies to explore how practices put in place in Wigan are working in the community.

Greater Manchester Integrated Care Partnership Strategy 2023-2028

3.1.21 The Greater Manchester Integrated Care Partnership (GM ICP) Strategy aims to improve the health and wellbeing of the city-region's people through integrated care.

3.1.22 The strategy focuses on six key missions to address the biggest challenges faced by communities and the pressures on the system. These missions include strengthening communities, improving health and wellbeing, providing high-quality care and support, and ensuring that health and care services are integrated and sustainable.

3.1.23 The strategy is built on three core elements: working with communities to create conditions for good lives, preventing poor health, and ensuring support is available before crises occur. It emphasizes a social model for health, focusing on the role of people and communities as well as health and care services.

Wigan Council's Ethical Advertising Policy 2026

3.1.24 This policy provides guidance on the principles and procedures relating to any advertising carried out by, or on behalf of, the council or by a third party on council-owned land. The policy seeks to ensure that advertising is legal, honest, responsible and in line with fair competition, and prohibits advertising that promotes any of the following (non-exhaustive list);

- Weapons, violence, or anti-social behaviour of any description.
- Gambling products, services or organisations.
- Loans or speculative financial products.
- Pornography or sexually explicit services and products.
- Cosmetic surgery.
- Tobacco and related products, including e-cigarettes/vaping.
- Alcohol.

- Could reasonably be seen as likely to cause pressure to conform to an unhealthy body shape, or as likely to create body confidence issues.
- Unproven health and weight loss products e.g. weight loss pills.
- Appears to influence support for a political party/candidate.
- Appears to conflict with the Council's wider promotion of healthy and active lifestyles or public health messaging.
- Content that promotes, incites, or condones hate, violence, or prejudice against any individual or group on the basis of protected characteristics.
- Messages or imagery that may reasonably be interpreted as discriminatory, exclusionary, or harmful towards marginalised communities, including but not limited to LGBTQ+ individuals.
- Is the subject of a complaint to the Advertising Standards Authority and upheld by such Authority as a legitimate complaint.
- Poses a health and safety risk, for example, as a result of flickering or other visual imagery in the case of digital media; and/or
- Organisations or companies whose products, services or business models may directly compete with, or negatively impact, the Council's commercial interests or its strategic revenue-generating initiatives including but not limited to fostering agencies, adoption agencies, private gyms.
- Organisations threatening legal action against the council, on a no-win no-fee basis, for example claims about highways.
- Products or practices prohibited by the World Health Organisation's International Code of Marketing of Breastmilk Substitutes and its subsequent resolutions.

Food or non-alcoholic drink which is high in fat, salt and/or sugar ('HFSS' products), according to the Nutrient Profiling Model managed by Public Health England.

Mind the Ad

3.1.25 This Citizen's Jury inspired consultation by Wigan-based national charity Curious Minds explored advertising, health and influence with Wigan's young people at an event in November 2025. A series of expert talks was followed by facilitated group discussions which led to the following 10 principles being drawn up from themes raised and discussed by the young people, in response to the question

'*What would you like Wigan Council to think about when choosing street advertising?*':

- Principle 1: Commit to truthfulness, realism & accuracy in advertising - Adverts must clearly and transparently communicate what people can expect, avoiding exaggeration, misinformation, or manipulative psychological tactics—especially where young people may be influenced.
- Principle 2: Promote healthy lifestyles - Adverts should encourage nutritious food, physical activity, social opportunities, education, and affordable, beneficial products, while avoiding the promotion or normalisation of unhealthy habits such as smoking, vaping, excessive alcohol use, and highly unhealthy foods.
- Principle 3: Prioritise lifestyle messaging - Social, cultural, and community-focused activities, especially football and rugby, should be prioritised as these bring families and communities together, boost local income, and support mental health and social bonding.
- Principle 4: Respect environmental responsibility and social impact - Adverts should do good, not harm, and therefore not promote environmental harm, gambling, or misleading aspirations that feel unattainable to most people. Instead, adverts should support social good by highlighting jobs, charities, community support, and ways people can access help.
- Principle 5: Advertising should be accessible and inclusive - Adverts must avoid harmful stereotypes and instead represent a wide range of body types, races, and lived experiences. Content should be socially responsible, clearly communicated (including for older audiences), and carefully matched to its audience—particularly to avoid exposing children and other vulnerable groups to inappropriate messages.
- Principle 6: Consider placement, context & location - Adverts must be relevant to where they appear, support local businesses where possible, and avoid exposing children and young people to unhealthy, adult, or age-restricted content. Unhealthy products should not be advertised near schools, parks, bus stops, or other spaces frequented by children.
- Principle 7: Value diverse body images, representation and identity - Adverts should reflect real life and use real people—not AI, filters, or idealised imagery—and avoid promoting false standards of perfection linked to heavy editing, cosmetic

procedures, or unrealistic lifestyle portrayals. Representation should be relatable, age-appropriate, and respectful, supporting positive body image and mental wellbeing.

- Principle 8: Appropriate, respectful clothing - Adverts should be suitable for everyone who may see them, especially young people. They should present people in appropriate, respectful clothing and avoid sexualised or adult imagery. Underwear or revealing clothing should only be shown where it is clearly relevant, such as clothing retailers, and never in a way that could be considered inappropriate or harmful.
- Principle 9: Avoid violence, harm and content sensitivity - Adverts should promote safety and wellbeing, not harm, and avoid violence, harmful behaviour, and distressing or adult content, especially in public spaces and near schools.
- Principle 10: Consider accountability in advertising - Advertising providers should take responsibility for the impact of the content they promote, not just the profit it generates. Companies advertising unhealthy or harmful products should be charged higher fees, while healthier and more positive products should be supported through lower advertising costs.

3.1.26 Overall, the consultation found that while young people are aware of advertising's commercial purpose and are often sceptical of its claims, they want public advertising spaces to promote health, wellbeing, inclusion and positive community values rather than harmful products or unrealistic lifestyles.

Good practice from other Local Plans

3.1.27 The proposed policy reflects policy LPA12 in the adopted St Helens Local Plan (2022), which sets out a series of similar public health principles.

The integrated assessment of the Local Plan

3.1.28 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE1 is broadly positive against the housing, health and community, equality and diversity, climate change, environmental quality, biodiversity and geodiversity, transport and economy objectives and broadly neutral against the other 6 objectives.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.1.29 This policy will not replace any policy content in the Core Strategy or the UDP, or any content on the policies map.

Policies map content

3.1.30 There is no policies map content in relation to this policy.

Evidence map content

3.1.31 There is no evidence map content in relation to this policy.

The duty to cooperate

3.1.32 A strategic cross-boundary matter on the impact of policies on healthcare facilities has been identified through the duty to cooperate on the Local Plan. Engagement is ongoing with the Healthier Wigan Integrated Care Partnership and NHS Property Services. One facility is identified as having a significant proportion of Salford residents registered but this is not of concern. No significant cross-boundary issues have been identified. Wigan Council will continue to engage with health partners on this matter.

3.1.33 The position with this strategic cross-boundary matter will be set out in the final Duty to Cooperate Statement of Common Ground. This will be produced on conclusion of the formal Publication consultation and ahead of submission of the local plan for independent public examination.

Delivering the policy

3.1.34 This policy will be delivered by landowners, developers and the council as local planning authority through the development management process.

Summary and conclusion

3.1.35 In line with NPPF paragraph 96, and with support from NHS Property Services, the policy provides a positive approach to planning for healthier living by identifying negative impacts from development through a Health Impact Assessment or Planning for Health Checklist, enabling these impacts to be mitigated through the planning process.

3.2 Hot food takeaways

The proposed policy

3.2.1 Policy PE2 covers new hot food takeaways.

3.2.2 This policy imposes restrictions on new "sui generis" hot food takeaways within and outside of town and local centres, sets out the criteria that proposals must demonstrate that they are in accordance with to be considered acceptable, and states the financial contribution that will be sought from all new and extended hot food takeaway proposals to mitigate the potential impact on nuisance and amenity.

The policy context for the proposed policy

3.2.3 Criteria 2 and 3 of the policy are consistent with, and would supersede, section 6 of the Planning for Health SPD (2022), and are in line with new content in NPPF 2024 (paragraph 97) on hot food takeaway provision in proximity to schools and other areas where children and young people congregate. Whilst the Local Plan is to be examined against the December 2023 version of the NPPF, this a development management policy and proposals coming forward would be considered in the light of the current NPPF. As such, it is appropriate to be consistent with the current version of the NPPF, subject to consideration against the new NPPF published this month.

3.2.4 Criteria a-f reflect content in the Hot Food Establishments SPD (2004) and are in line with Planning Practice Guidance (Ref 53-013-20220807).

3.2.5 Standish Neighbourhood Plan policy VE4 'Control of Hot Food Takeaways' imposes a maximum capacity within Standish Centre. This policy will supersede policy VE4.

Key evidence

3.2.6 Key evidence supporting the content in the hot food takeaways policy includes key reputable evidence published nationally and internationally, and within the borough or sub-regionally; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Local Authority Health Profiles

3.2.7 Data published by Public Health England (now the Office for Health Improvement and Disparities) and the Department for Health and

Social Care shows that obesity levels in the borough are above national and regional averages for both children and adults.

National Child Measurement Programme

3.2.8 NCMP data shows that in the years 2022-25 the average level of obesity in children in the borough at reception age and year 6 was 11.1% and 23.8% respectively, with several wards averaging between 25% and 30% obesity at year 6. This is above the national average of 9.8% at reception age and 22.3% at year 6 age.

3.2.9 The average obesity levels of year 6 children across the borough are shown in Appendix A alongside the local centres, which are colour-coded dependent on the ratio of hot food takeaways to units and compared against a 33% threshold.

Limiting new fast-food outlets to reduce childhood obesity

3.2.10 Research led by Lancaster University in 2024 concluded that planning policies to restrict the number of new fast-food outlets leads to fewer overweight and obese children. This examined the impact of policy in the North-East of England, where Gateshead Council prevented any existing other commercial property from being converted into a hot fast-food takeaway.

3.2.11 The research used Government data that included children's weight from the National Child Measurement Programme, Food Hygiene Ratings from the Food Standards Agency, and deprivation and population measures from the Office of National Statistics.

3.2.12 The research assessed Gateshead neighbourhoods with comparable areas across the North East. Across the whole of Gateshead they found no significant change in childhood overweight and obesity between that area and the areas of comparison. However, when they looked at neighbourhood deprivation, they found that, in those areas with the highest proportion of fast-food outlets, the Gateshead neighbourhoods were associated with a statistically significant reduction in the prevalence of childhood overweight and obesity in comparison with corresponding neighbourhoods in the North East.

3.2.13 Analysis by area level deprivation found that those quintiles of deprivation within Gateshead with the highest proportion of fast-food outlets, had a statistically significant reduction of 4.80% in the prevalence of childhood overweight and obesity in comparison to comparable neighbourhoods in the North East.

Childhood Obesity: A Plan for Action

3.2.14 This policy document, published by HM Government in 2016, details the ways in which the government is tackling the high rates of childhood obesity. This includes better access to healthy foods and imposing a 20% reduction in sugar across the food industry, including hot food takeaways and restaurants.

Using the planning system to control hot food takeaways

3.2.15 This good practice guide published by NHS London Healthy Urban Development Unit in 2013, makes recommendations for how planning policy can influence health by imposing restrictions on the capacity and location of new hot food takeaways and mitigating negative impacts through certain criteria. These include addressing issues such as the concentration and clustering of hot food takeaways in town and local centres; the proximity of hot food takeaways to schools; and residential amenity including noise and odour.

3.2.16 The guide recommends that planning controls should be part of a coordinated approach to tackle unhealthy diets and obesity, including by working with takeaway businesses to offer healthier food options and working with schools to promote healthier diets.

3.2.17 The guide also advises on building an evidence base and how this has worked in practice in London.

Hot food takeaways and spatial planning

3.2.18 This Public Health Advisory Note published by Lancashire County Council in 2024 explores the link between obesity and poor health and hot food takeaway prevalence across Lancashire. The report considers the wider health determinants including obesity levels in Lancashire and the risk factors associated with obesity, and the cost of obesity on the health care system through rates of diabetes, heart failure, stroke and cardiovascular disease, and on the economy. An analysis of the number of takeaways across Lancashire over a 6 year period shows a worsening problem and, when compared with the increasing obesity ratings, a clear link can be established.

3.2.19 The report recommends that new “sui-generis” hot food takeaways should be refused within:

- Areas where 10% of reception age and 15% of year 6 age children are considered obese using NCMP data;
- Wards within the 20% most deprived in England; and,

- 400m of high school entry points.

How can Local Authorities reduce the spread of hot food takeaways on the high street?

3.2.20 This guide, published by the National Institute for Health and Care Research (NIHR) School for Public Health Research in 2023, explores and compares the roles of Local Plan policy and supplementary planning documents (SPD) in restricting the prevalence of hot food takeaways. It concludes that SPDs supplement policies in the development plan and does not set policy. Therefore, if a council wants to be more secure in their ability to restrict hot food takeaways, then a specific policy needs to be included in their Local Plan, as this has statutory status.

Hot food takeaways in Wigan's local centres

3.2.21 Evidence collated from the council's DESTIN dataset shows that 12 of the 47 local centres in the borough are already over the proposed 33% threshold for hot food takeaways, with a further 9 local centres only one additional hot food takeaway from being over the threshold. Some of these are larger centres comprising 12 or 14 units with multiple hot food takeaways, and some are smaller centres of 4 or 5 units with only one hot food takeaway, which currently stand at 20-25%. However, one additional hot food takeaway would increase the ratio to 40-50%.

3.2.22 The local centres are shown colour-coded in Appendix A against the average obesity levels of year 6 children in each ward.

Good practice from other Local Plans

3.2.23 The proposed policy reflects the policies in the following Local Plans, which set out similar criteria for hot food takeaways to be considered appropriate:

- Draft Central Lancashire Local Plan (2026) – Policy HC2
- Draft Oldham Local Plan (2026) – Policy CO8
- Blackburn with Darwen Local Plan (2021) - Policy DM1
- North Tyneside Local Plan (2017) – Policy DM3.7
- Milton Keynes Local Plan (2019) – Policy EH8

The integrated assessment of the Local Plan

3.2.24 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established

in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE2 is broadly positive against the health and community, equality and diversity, environmental quality and town centres objectives; questionably positive against the historic environment and landscape / townscape objectives; broadly neutral against the housing, climate change, water, biodiversity / geodiversity, resource efficiency, land and soil and transport objectives; and broadly negative against the economy objective.

3.2.25 The policy is silent on the historic environment and landscape / townscape but it does include a number of environmental and amenity safeguards which would apply anywhere, including within historic environments and in any townscape.

3.2.26 The policy is restrictive on new hot food takeaways which could be regarded as negative economically, however there is a large number of hot food takeaways in the borough already and if people become unhealthy due to a poor diet, they are less likely to be contributing strongly, economically.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.2.27 This policy will not replace any policy content in the Core Strategy or the UDP, or any content on the policies map.

Policies map content

3.2.28 There is no policies map content in relation to this policy.

Evidence map content

3.2.29 There is no evidence map content in relation to this policy.

The duty to cooperate

3.2.30 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.2.31 This policy will be delivered by property owners, businesses and the council as local planning authority through the development management process.

Summary and conclusion

3.2.32 Obesity levels are higher in Wigan Borough than the North West and England averages. There is an identified need for restricting the capacity of hot food takeaways, managing their prevalence in and outside of town and local centres, and requiring measures to mitigate their impact on amenity to improve the health and wellbeing of the population and reduce reliance on food that is often less nutritious.

3.2.33 Alongside national planning policy, the proposed policy provides an effective policy framework to achieve this, by allowing sufficient provision of hot food takeaways to enable choice, but by providing sufficient limitations in terms of obesity levels, concentration levels, ensuring healthy options are available, and by ensuring that amenity issues are fully considered.

3.3 Gambling and short-term loan establishments

The proposed policy

3.3.1 Policy PE3 covers Gambling and short-term loan establishments.

3.3.2 This policy restricts new betting shops, adult gaming centres, amusement arcades, casinos, pay-day loan uses and pawnbrokers unless it can be proven unequivocally, against sector recognised measures, that they will not increase instances of unmanaged addiction and/or problem debt.

The policy context for the proposed policy

3.3.3 This policy is driven by a commitment to improve the health and wellbeing of our communities. Gambling and short-term loan establishments are often situated within deprived areas, and contribute to poor physical and mental health through unmanaged gambling addiction and problem debt.

Key evidence

3.3.4 Key evidence supporting the content in the Gambling and short-term loan establishments policy includes key reputable evidence published nationally and within the borough or sub-regionally; key messages from our work on the Local Plan including consultation and engagement; and good practice gleaned from other Local Plans.

Measuring the adverse consequences from gambling

3.3.5 This technical report, published in 2024 by the Gambling Commission, describes the process of developing a new set of questions to assess adverse consequences from gambling, which have been included in the Gambling Survey for Great Britain (GSGB).

3.3.6 The report refers to existing frameworks and measures for understanding harm, including the Langham Conceptual Framework (2016) and 'Framework for Action' (2018). These resources will be helpful in implementing the proposed policy, as they provide measurable attributes to determine proposals against in terms of an increase in gambling harm or problem debt.

Social and economic impacts of gambling: demographics

3.3.7 Data published by YouGov shows that Wigan Borough is comparable to Great Britain in the age breakdown of gamblers but has a lower percentage of participants aged 18-34. The data is comparable also for the economic activity breakdown, however the social grade category shows that gambling is more prevalent among less affluent

communities in Wigan. with 56% of gamblers being “working class” (rather than “middle class”) compared to 47% nationally.

Gambling harm data profile: Wigan

3.3.8 The Problem Gambling Severity Index (PGSI) is a widely used screening tool that assesses the severity of gambling related problems within the general population. Scores range from 1 to 8 with PGSI 1-4 considered low risk gambling, PGSI 5-7 moderate risk gambling and PGSI 8 problem gambling.

3.3.9 At 12.0%, the proportion of people in Wigan Borough with any potential harm or negative consequences from their gambling (PGSI 1-8) is broadly similar to national levels (11.9%). When broken down by level of severity of gambling harm, Wigan is broadly in line with the national prevalence rate in terms of low risk and medium risk gambling and ‘problem’ gambling.

3.3.10 In 2021, Public Health England (now the Office for Health Improvement and Disparities) estimated that the annual economic and social burden of harmful gambling is roughly £1.3 billion nationally (in 2019 to 2020 prices). Around half of this (£647 million) is an estimated fiscal cost to government, while the remaining 49% (£619 million) is a wider societal cost.

3.3.11 In Wigan Borough, the annual cost was estimated to be £6,462,944, shared between statutory homelessness, total health harms, deaths from suicide, depression, alcohol dependence, illicit drug use, unemployment benefits, and imprisonment.

Policies and interventions to reduce harmful gambling: an international Delphi consensus and implementation rating study

3.3.12 A 2022 study published in The Lancet Public Health journal explored 103 universal and targeted measures across 7 domains (price and taxation; availability; accessibility; marketing, advertising, promotion, and sponsorship; environment and technology; information and education; and treatment and support) and their known or potential effectiveness in implementation.

3.3.13 A panel of 35 experts identified 40 universal and targeted measures to tackle harmful gambling, which were both effective and likely to be successfully implemented, including further restricting the number of electronic gaming machines permitted in venues, requiring gambling operators and banks to provide anonymous data on customer participation and spending, and strengthening the self-exclusion requirement for people who wish to abstain.

3.3.14 The study concluded that the implementation of these measures in England could substantially strengthen regulatory controls, while providing new resources and shape the Public Health approach to preventing harms related to gambling. However, the report acknowledges that the evidence base needs to be strengthened, that health-education and industry-led messaging is often ineffective, and that a cross-government and inter-agency approach at a local and national level is required to facilitate the implementation of the proposed measures.

3.3.15 This research is encouraging as it shows that measurable indicators for gambling harm and problem debt can be articulated. Proposed policy PE3 requires applicants to demonstrate unequivocally that their establishment will not increase gambling harm or problem debt; this will be considered against evidenced nationally implemented measures.

Patterns of Play

3.3.16 Research published in 2022 by Liverpool University and NatCen for Gamble Aware sought to improve the understanding of how the characteristics of gamblers and patterns of play relate to harmful gambling. This included observing the time and spending restrictions that players impose for themselves, the way they were introduced to gambling (through family members, through offline methods, or through advertising), the social and emotional aspects of gambling and how it makes people feel, the perceived impact of gambling harm, and views on reducing gambling harm.

3.3.17 The findings showed that most online spending came from men aged around 40 in deprived areas, and while there was a higher participation rate in online gaming e.g. bingo, slots, casino games, the level of spending and losses was significantly higher for online betting.

3.3.18 Although this study focused on online gambling and gaming, there is clear evidence of a link between higher levels of gambling participation, gambling harm, problem debt and deprivation.

3.3.19 The report also explained the legislative position and changes that have been made to improve health and wellbeing. The Gambling Act 2005 set out how gambling in England is regulated. In 2014 this was expanded to cover all online gambling companies which operate in Great Britain regardless of where they are based. In 2019 the maximum stake for fixed-odds betting terminals was decreased from £100 to £2. In March 2020 all gambling operators were required to participate in GAMSTOP to enable customers to self-exclude from

all online operators, and in April 2020 the Gambling Commission banned gambling companies from allowing customers to use credit cards to gamble. In October 2020 further measures were introduced to prevent access to children and young people, and in November 2021 restrictions were added to online slot games to ban features that speed up play.

The geography of gambling premises in Britain

3.3.20 Research published by the University of Bristol in 2021 analysed licensing data provided by local councils. It states that there is a long running trend of gambling premises being more common in the most deprived areas in Britain. In November 2020, 21% of gambling premises were based within the most deprived decile areas compared to 2% in the least deprived decile, and 34% of 'family entertainment centres' (amusement arcades) were within the most deprived decile.

3.3.21 There are a range of instances of gambling premises being located in close proximity to potentially vulnerable populations. The example shows that of the 348 gambling treatment centres mapped, 20% had gambling premises within a 100m radius, while 50% had one within a 250m radius. Similarly, nearly 10% of schools in England at that time had a gambling premise within a 250m radius (approximately a five-minute walk) of the school's postcode.

3.3.22 The report concludes that while local authorities cannot currently decline a premises licence based solely on the view that there are already too many in the area, there are various examples across the country of local authorities which have introduced gambling (licensing) policies to restrict gambling premises where there is evidence that it may harm vulnerable populations. For example;

- Westminster City Council was able to refuse a premises licence in an area which already had multiple premises, by demonstrating a new betting shop would be a high risk to those vulnerable to gambling harm as the location in question had several hostels for the homeless.
- Tower Hamlets Council has adopted a policy which restricts opening of new gambling premises near schools, hospitals, resident homes for the elderly and near any venues where a Gamblers Anonymous meeting is held.
- Sheffield City Council has provided a detailed understanding of gambling-related harm within its Joint Strategic Needs Assessment which highlighted that areas in Sheffield with

higher student populations and those with greater deprivation have higher gambling prevalence rates.

Exploring the links between gambling and problem debt

3.3.23 This report published by the University of Bristol in 2022 examined the link between gambling and problem debt, identifying connections between gambling-related debt, which can lead to homelessness and bankruptcy, and harm to relationships, mental and physical health problems, crime, and the financial impact that gambling has on the those around people who gamble, especially children.

3.3.24 The research showed two main gambling histories that were heavily gendered; gambling as a habitual activity throughout adulthood with a sub-set of clients where this pattern was compounded by substance misuse (mainly men), and short, sharp escalation of gambling and gambling-related debt (mainly women). A common factor in all client histories analysed for the report was that gambling was facilitated by taking on consumer credit debt. For most clients, gambling was the primary or sole reason for their debt problems, another cause of problem debt was taking out credit loans to fill the financial hole caused by spending earnings on gambling.

The family dynamics of gambling harms

3.3.25 This study published by the University of Bristol in 2023 considers the impact of gambling harm on family members. Using real-life case studies, the report examines the impact gambling has on families in terms of loss of closeness and intimacy, absence, family conflict, relationship breakdown, and reconfigured family dynamics, as well as the financial and emotional impact.

Young people and gambling: qualitative research

3.3.26 Research published by the Gambling Commission in 2025 explores the exposure to gambling that young people face and the impact that this has on their experiences. The report considers several key points including:

- The sphere of influence which now extends beyond close family and peers to encompass celebrities, online influencers, and sports figures, particularly footballers, which shape perceptions of the world, especially attitudes toward gambling as celebrity endorsement increases the likelihood of young people being exposed to gambling-related content, particularly for teenage boys.

- Exposure to gambling in the online world through advertising on social media, television and sports apps, similarly through gaming with in-game purchases.
- The changing spaces of gambling reduces supervision and 'safe' opportunities for teaching children about gambling style activities in a family environment, such as setting spending and time limits, managing money, and experiencing winning and losing. Similarly, there is a lack of understanding of the complexities of gambling and gambling harm and the impact of the problem for an individual.

Good practice from other Local Plans

3.3.27 The proposed policy reflects the policies in the following Local Plans which seek to restrict gambling and short-term loan establishments by restricting clustering within high street frontages and not supporting new establishments within Local or Neighbourhood Centres, or where it would contribute to the prevalence of poor health in the area:

- Liverpool Draft Local Plan (2025) – Policy TC6
- Hammersmith and Fulham Local Plan (2018) – Policy TLC6.

The integrated assessment of the Local Plan

3.3.28 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE3 is broadly positive against the health and community and equality and diversity objectives and broadly neutral against the other objectives.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.3.29 This policy will not replace any policy content in the Core Strategy or the UDP, or any content on the policies map.

Policies map content

3.3.30 There is no policies map content in relation to this policy.

Evidence map content

3.3.31 There is no evidence map content in relation to this policy.

The duty to cooperate

3.3.32 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.3.33 This policy will be delivered by the council through the development management processes and the gambling and short term loan industries, in liaison with health bodies.

Summary and conclusion

3.3.34 Gambling harm and problem debt are a national concern and although Wigan Borough is broadly in line with national statistics, it is important that we are proactive in preventing the situation from worsening. Restricting new gambling premises in the borough is one step we can take to work towards breaking down barriers that create financial and health inequalities, and to enable our communities to flourish, in line with the Progress with Unity missions.

3.4 Open space, sport and recreation

The proposed policy

3.4.1 Policy PE4 covers Protection of open space, sport and recreation provision.

3.4.2 This policy introduces up to date standards for open space, sport and recreation (OSSR), informed by the most recent Open Space Study (OSR) and Playing Pitch and Outdoor Sports Strategy (PPOSS), and seeks to protect all sites from development unless it can be demonstrated that the criteria in national policy have been met. The policy also protects designated Local Green Spaces that have originally been designated in neighbourhood plans.

The policy context for the proposed policy

3.4.3 In line with NPPF (specifically paragraphs 102 and 103), Planning Practice Guidance (specifically Ref 37-001-20140306 and 37-003-20140306) and PfE Plan policy JP-P7 'Sport and Recreation', the proposed policy applies evidenced, detailed standards for open space, sport and recreation, and protects OSSR from development unless the criteria listed in the NPPF apply.

3.4.4 This policy would replace saved UDP policies C1B 'Open Space, Sport and Recreation Provision' and C1C 'Protection of Open Space and Sport and Recreation Provision'.

The policy would also replace the following Neighbourhood Plan policies: Policy OS2 'Local Greenspaces' in the Standish Neighbourhood Plan, Policy GLW-D5 'Local Greenspace' in Golborne and Lowton West Neighbourhood Plan, and Policy GS1 'Local Greenspace' in Abram Neighbourhood Plan.

Key evidence

3.4.5 Key evidence supporting the content in the Open space, sport and recreation policy includes local evidence commissioned to support the Local Plan; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Open Space Report (OSR)

3.4.6 Produced by KKP for the council in 2025, the report assesses all open spaces in Wigan Borough and rates the quality, quantity and accessibility of provision at a Ward level. The report sets standards for quantity and accessibility based on local provision, nationally

recognised standards and, where appropriate, Sport England guidance.

3.4.7 The OSR provides a detailed analysis of open space provision across the borough and identifies surpluses and deficiencies within each Ward, and more broadly by area (east, west and central), when compared against the standards derived for the borough. This information also identifies gaps in provision and areas in need of improvement. This report enables the council to guide new development, funding and enhancements to provide new provision, enhance existing provision and improve access to existing provision, and protect more robustly against loss in areas where there is an evidenced deficit in quantity or quality.

3.4.8 The standards identified contrasting surpluses and deficits across the borough. In the central part of the borough there is an overall surplus in natural/semi-natural greenspace due to a large surplus in Abram ward and a smaller surplus in Bryn with Ashton-in-Makerfield North and Lowton East, however there are large deficits in all other wards in the area. There is a small overall deficit in parks and gardens, amenity greenspace and allotments, with some wards showing small surpluses and most wards showing small deficits. The central area meets the standard for play space overall, with 3 of 7 wards meeting the standard, 3 falling below and 1 slightly above.

3.4.9 In the eastern part of the borough there is an overall surplus in natural / semi-natural greenspace due to large surpluses in the Leigh West and Astley wards, with all other central areas showing small deficits. There is a small deficit overall in amenity greenspace, allotments and parks and gardens, however there is a split between the wards with some showing a small surplus and some a small deficit. Overall, the central area is level with the standard for play space with 3 of 7 wards meeting the standard, 2 above and 2 below.

3.4.10 In the western part of the borough a large surplus in parks and gardens in Aspull, New Springs and Whelley, and a small surplus in Orrell, is balanced out by small deficits in the other 9 wards to result in a small surplus overall. For amenity greenspace, small surpluses in 5 wards and small deficits in the other 6 wards have resulted in a small surplus overall. In contrast, a large surplus in natural/semi-natural greenspace in Aspull, New Springs and Whelley, Shevington, and Worsley Mesnes, is offset by large deficits in the other 8 wards resulting in an overall deficit, and small surpluses and deficits across the area in allotments and play space have resulted in small overall deficits (0.01 ha per 1,000 population).

Playing Pitch and Outdoor Sport Strategy (PPOSS)

3.4.11 Produced by KKP for the council in 2025, the report assesses provision in Wigan Borough, rating quality of pitches and facilities, capacity, and usage by teams, enabling the council to direct funding and improvements to the facilities most in need.

3.4.12 The report, following Sport England guidance, provides a detailed analysis on the demand arising from the projected population of the 6 housing allocations. Each scenario details the additional provision required for rugby union, rugby league, cricket, sand-based artificial grass pitches, 3G pitches and tennis courts, and provides the capital costs, lifecycle costs, and associated changing room capital costs for each.

3.4.13 The action plan provides a position across three broad areas (central, east, west) in the borough for different pitch sports (grass football pitches, 3G football pitches, cricket, rugby league, rugby union, hockey) and non-pitch sports (bowls, tennis, netball, athletics, golf, archery) in terms of match equivalent session (MES) capacity for pitch sports and overall capacity for non-pitch sports.

3.4.14 Overall, at the time of publishing, all pitch sports showed a boroughwide shortfall in MES except for hockey, which could be considered sufficient if quality improvements occur at Standish High School.

3.4.15 In the central area there was a shortfall in all grass and 3G football pitches, a shortfall in weekend cricket MES with spare capacity midweek, a shortfall in senior and junior rugby league MES and playing at capacity for mini rugby league and senior rugby union. Supply was considered sufficient for all non-pitch sports despite there being no athletics facilities in the area as this need is being met at facilities in the east and west areas.

3.4.16 In the east area there was a mix of capacity and shortfalls within grass football and some spare capacity on 3G pitches. Cricket and rugby union had shortfalls across all groups, whereas rugby league had spare capacity of 2 MES at senior level, but both junior and mini are playing at capacity. Supply was considered sufficient for all non-pitch sports despite there being no netball facilities in the area, as this need is being met at facilities in the central and west areas.

3.4.17 In the west area, there was a shortfall of 3G pitches and adult and youth grass pitches, with spare capacity for mini 7v7 and playing at capacity for 5v5 grass pitches. There was a shortfall in weekend cricket MES with capacity during the week, and a shortfall across all

groups in rugby league and rugby union. Supply was considered sufficient for all non-pitch sports.

3.4.18 This summary will need to be updated through the lifetime of the Local Plan as Sport England consider needs assessments to become out of date 3 years following data collection.

Local green space designations in neighbourhood plans

3.4.19 This policy proposes to retain the seven Local Green Spaces designated in our three neighbourhood plans to ensure their protection beyond the plan period of each neighbourhood plan. Justification for the Local Green Spaces against the criteria in NPPF paragraph 107 is set out in Appendix B.

Good practice from other Local Plans

3.4.20 The proposed policy is a standard approach, in line with the findings of the OSR and PPOSS, and is reflected in policies in the following Local Plans:

- Blackburn with Darwen Local Plan (2021) – Policies DM16, DM19, DM20 and DM22
- Warrington Local Plan (2023) – Policy DC5
- St Helens Local Plan (2022) – Policy LPC05
- Oldham Draft Local Plan (2026) – Policy CO1 and CO3

The integrated assessment of the Local Plan

3.4.21 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE4 is broadly positive against the health and community, equality and diversity, climate change, water, environmental quality, landscape / townscape, biodiversity and geodiversity, land and soil and transport objectives and broadly neutral against the other 5 objectives.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.4.22 This policy will replace UDP policies C1B 'Open Space, Sport and Recreation Provision' and C1C 'Protection of Open Space and Sport and Recreation Provision'.

3.4.23 In addition, this policy will replace Policy OS2 'Local Greenspaces' in the Standish Neighbourhood Plan, Policy GLW-D5 'Local Greenspace' in the Golborne and Lowton West Neighbourhood Plan and Policy GS1 'Local Greenspace' in the Abram Neighbourhood Plan.

Policies map content

3.4.24 There is no policies map content in relation to this policy.

Evidence map content

3.4.25 The evidence map shows all open space, play space and sport and recreation land within the borough that is recorded in the Open Space Report 2025, and shows separately the borough's principal parks and neighbourhood parks.

The duty to cooperate

3.4.26 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.4.27 This policy will be delivered by landowners, developers and the council as local planning authority through the development management process.

Summary and conclusion

3.4.28 The NPPF and PfE Plan require Local Plans to provide detailed standards for Open Space, Sport and Recreation, and for OSSR to be protected against loss unless criteria for the loss are met. The standards in the proposed policy are informed by an independent assessment of the borough's OSSR through the OSR and PPOSS.

3.5 Open space in new housing developments

The proposed policy

3.5.1 Policy PE5 covers Open space and play provision in new developments.

3.5.2 This policy outlines the requirement for open space and play provision in new housing developments, differentiating between developments of 100+ homes, where on-site provision and commuted costs will be sought, unless agreed otherwise, and developments of 0-99 homes where a financial contribution toward capital and commuted costs of nearby off-site provision will be sought, unless agreed otherwise.

The policy context for the proposed policy

3.5.3 In line with NPPF paragraph 34, the proposed policy requires a contribution from developers for green space on-site or off-site, dependant on the size and location of the site and the proximity to other open spaces, and/or a financial contribution where appropriate.

3.5.4 This policy is influenced by, and provides an updated position on, current UDP policy R1E 'Open Space in New Housing Developments', which requires developers of schemes of 100 or more homes to provide on-site open space equivalent to 25 sqm per home, and a financial contribution in lieu of play equipment provision and to cover commuted maintenance costs unless otherwise agreed or required by the council.

3.5.5 Policy R1E also requires developers of schemes below 100 homes to make a financial contribution to the capital and commuted maintenance costs of off-site amenity open space and play space provision commensurate with the number of units in the scheme, in lieu of on-site provision, unless otherwise agreed or required by the council.

3.5.6 The Open Space in New Housing SPD (2013) supplements UDP Policy R1E and sets out the levels of financial contributions required from developers. This SPD will need to be updated to support the policy PE4.

Key evidence

3.5.7 Key evidence supporting the content in the open space in new housing developments policy includes local evidence commissioned to support the Local Plan; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Open Space Report (OSR)

3.5.8 Produced by KKP for the council in 2025, the report assesses all open spaces in the borough and provides a position against the determined standards for all typologies of open space at a ward level. This assessment identifies where there are surpluses and deficiencies across the borough and identifies gaps in provision.

3.5.9 Notable surpluses are in natural and semi-natural greenspace in the central and eastern parts of the borough, and parks and gardens in the western area. There are deficits in parks and gardens in the central and eastern parts of the borough, and natural and semi-natural greenspace in the west. Amenity greenspace is deficient in the central section. Central and east are level with the standard for play provision, however the west is in a deficit. Access to open space through housing developments, whether private garden space, amenity space or nearby improvements, is needed in various forms across the borough.

3.5.10 Section 14.2 of the Open Space Report confirms that the threshold for new housing developments of 100 or more homes to provide a minimum of 25 square meters per home of on-site open space and equipped play space is equivalent to 1.06 hectares per 1,000 population. It concludes that this is the same as the combined recommended standard for amenity green space (0.81 hectares) and play (0.25 hectares) which provides justification for this threshold.

Good practice from other Local Plans

3.5.11 The proposed policy reflects the policies in the following Local Plans:

- Warrington (2023) - Policy DC5
- St Helens (2022) - Policy LPD03
- Cheshire West and Chester (2019) - Policy DM35
- Wirral (2025) – Policy WD24

The integrated assessment of the Local Plan

3.5.12 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE2 is broadly positive against the health and community, equality and diversity and environmental quality objectives; broadly neutral against the climate change, water, historic environment, landscape / townscape, biodiversity and geodiversity, resource efficiency, land

and soil, transport, economy and town centres objectives; and questionably negative against the housing objective.

3.5.13 The policy seeks to ensure that housing development has the necessary open space and play provision to meet residents' needs, either on-site or nearby.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.5.14 This policy will replace UDP policy R1E 'Open Space in New Housing Developments'.

Policies map content

3.5.15 There is no policies map content in relation to this policy.

Evidence map content

3.5.16 There is no evidence map content in relation to this policy.

The duty to cooperate

3.5.17 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.5.18 This policy will be delivered by developers and the council as local planning authority through the development management process.

Summary and conclusion

3.5.19 This policy reflects the most recent evidence on open space, sport and recreation provision by incorporating other forms of open space into the policy requirement, where appropriate, and will replace UDP policy R1E.

3.6 Delivering Infrastructure

The proposed policy

3.6.1 Policy PE6 covers Delivering infrastructure.

3.6.2 This policy outlines the process for determining appropriate financial contributions from new developments. The financial contributions sought will be informed by ongoing collaborative working with key stakeholders, including the council's education, health, communities, property and Be Well teams, and the NHS Integrated Care Board, to ensure up to date infrastructure capacity needs are known at a sub-borough level. This will consider both planned (including sites in the SHLAA) and committed schemes.

The policy context for the proposed policy

3.6.3 The NPPF (specifically paragraphs 20 and 34) states that strategic policies should make provision for community facilities (such as health, education and cultural infrastructure), and that plans should set out the contributions expected from development, including setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure).

3.6.4 Planning Practice Guidance (Ref: 23b-035-20190901) defines 'infrastructure' for the purpose of reporting developer contributions, this definition includes (but is not limited to): affordable housing, education (primary / secondary / post-16 /other), health, open space and leisure and community facilities.

3.6.5 Planning Practice Guidance (Ref: 23b-006-20190901) explains the September 2019 amendment to the CIL regulations, which lifted the restriction on pooling more than 5 planning obligations towards a single piece of infrastructure.

3.6.6 This amendment aligns with the requirement in the proposed policy for developments to take into account the capacity needs from planned and committed sites, on a pro-rata basis, to meet current and future need, allowing multiple sites to contribute toward infrastructure projects in a fair way.

3.6.7 PfE Plan policy JP-D2 'Developer Contributions' requires developers to provide, or contribute towards, the provision of mitigation measures to make development acceptable in planning terms, and policy JP-D1 'Infrastructure Implementation' commits districts to

working with infrastructure providers to promote collaboration and synchronisation of investment plans.

Key evidence

3.6.8 The implementation of this policy will be based on the latest evidence on infrastructure capacity needs across the infrastructure identified, e.g. health, education, open space, sport and recreation, play, and community facilities. The council will work collaboratively to keep this up-to-date, internally with the education department in terms of school place provision, and the communities, property and Be Well teams in terms of community facilities, play, open space, and sport and recreation, and externally with key infrastructure delivery partners including the NHS Greater Manchester Integrated Care Board in terms of capacity on health services.

3.6.9 An agreement has been made with all partners to work collaboratively on this going forward, with the capacity assessments being prepared and updated regularly, to justify the level of developer contributions sought and for the infrastructure it will contribute towards.

3.6.10 The council will use the housing land supply in the Strategic Housing Land Availability Assessment, updated annually, to help determine the anticipated cumulative impact of development over time, to seek proportional payments from all relevant parties.

3.6.11 For clarity and to enable consistency of implementation, the council will produce separate guidance setting out how the need for contributions will be determined. A brief outline of the proposed approach being devised for each infrastructure type is set out, as follows:

- **Education:** Working with the council's education department, a process has been developed to assess the appropriate financial contribution from developers of new homes towards new school places. In summary:
    - There are 15 school planning areas for primary provision and 8 for secondary provision, which form the basis of calculating pupil numbers.
    - Based on the housing supply position set in the council's Strategic Housing Land Availability Assessment (SHLAA), the number of new homes projected to be completed in each school planning area over the next 5 years is calculated.

- A standard assumption of 3 pupils per year group per 100 new homes is then applied to calculate the estimated pupil yield in each school planning area.
- Due to fluctuations in birth rates, each year group has a different number of pupils which means that developments do not have a consistent impact on capacity. To ensure that impact is correctly identified, each planning area, year group and housing delivery year is considered individually. This ensures that capacity deficits can be pinpointed, an appropriate solution considered (such as a bulge class, permanent expansion, etc.) and a developer contribution sought where housing contributes to a deficit.
- Where a deficit is identified, the shortfall attributed to yield from new housing is multiplied by a cost per place to give the contribution. As all developments contribute to the shortfall through the pupils they yield, the contribution is split between all developers on a cost per dwelling basis. The cost per place for primary and secondary provision in 2026 is £10,984 and £16,550 respectively. This is subject to change based on inflation.
- A simple example of how this will work is shown in the table below. This is a high level example of the shortfall. In the background will be the details on which year groups are specifically affected and in which calendar years.

Planning Area	Shortfall of pupils based on projections	Cost per place	Total cost	No. of new homes forecast in next 5 years	Contribution per new dwelling
Area 1 Atherton	57	£10,984	£626,088	392	£1,597

- Given one bedroom homes generally do not yield school age children, the contribution per new dwelling will only apply to homes with two or more bedrooms.

- **Health:** Working with NHS Greater Manchester Integrated Care Board, a methodology has been developed to assess capacity needs within GP surgeries based within 15 surgery planning areas (SPAs), as follows:

    1. Based on the 15 year housing supply, as set out in the Strategic Housing Land Availability Assessment, calculate

the projected number of new patients in each SPA by applying the average household size for the borough (from ONS).

2. For the projected number of new patients in each SPA, apply a standard net internal area (NIA) floorspace requirement of 120sqm per 1,750 patients (aligned to Department of Health guidance, within Health Building Note 11:01) to calculate the NIA requirement for new patients.
3. Using the cumulative NHS Weighted List Size for the surgeries in each SPA, calculate the required NIA for the current population and add to the NIA requirement for projected new patients.
4. Where there is an existing NIA deficit in the SPA, or the total number of projected new patients would create a deficit, calculate the additional NIA deficit resulting from the projected new patients.
5. Apply the NHS recognised build cost (currently £5,124/sqm) to calculate the total financial contribution towards new build, refurbishment or extension
6. Divide by total homes in the 15 year trajectory for that SPA to work out a financial cost per new home.
7. Contributions will be assigned to addressing primary healthcare capacity within the SPA, or elsewhere in the borough where this can be justified, for example by providing additional floorspace via new build or the refurbishment and/or extension of existing premises.

- **Open Space, Play, Sport and Recreation:** As set out in proposed policy PE5, financial contributions in lieu of on-site open space, play, sport and recreation provision will be required for new housing developments of below 100 homes. and those of 100 homes or above where the development is adjacent or very close to, and easily accessible to existing provision where it would be logical to enhance existing facilities.

  Working with the council's Be Well and Property and Assets teams, the financial contributions accrued will be apportioned and distributed appropriately towards the enhancement of existing facilities, ideally in the vicinity of the proposal site, informed by the findings of the most up-to-date Open Space

Report and Playing Pitch and Outdoor Sports Strategy's Action Plan.

- **Community facilities:** Working with the council's community assets department, a process is being developed whereby an audit of current provision, including the quality, quantity and value of facilities, much like the Open Space Report and Playing Pitch and Outdoor Sports Strategy, will be undertaken, which will inform capacity and need resulting from new developments.

The integrated assessment of the Local Plan

3.6.12 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE6 is broadly positive against the health and community, climate change, environmental quality, land and soil and transport objectives and broadly neutral against the other 9 objectives.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.6.13 This policy will replace Core Strategy policy CP18 'Developer contributions'.

Policies map content

3.6.14 There is no policies map content in relation to this policy.

Evidence map content

3.6.15 There is no evidence map content in relation to this policy.

The duty to cooperate

3.6.16 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.6.17 This policy will be delivered by landowners, developers, the council and key infrastructure partners through the development management processes.

Summary and conclusion

3.6.18 This policy approach ensures that all developments contribute to infrastructure delivery in a fair way, taking into account the capacity

requirements from committed and planned development, toward education, health and social care, open space, play, sport and recreation, and community facilities.

3.7 Community facilities

The proposed policy

3.7.1 Policy PE7 covers Community facilities.

3.7.2 This policy supports proposals that would enhance provide new, or enhance existing, community facilities and protects against the unnecessary loss of facilities by only supporting proposals where the facility is demonstrably no longer needed, is part of a wider proposal to improve community facilities in the area, or where replacement provision will be provided on-site or elsewhere.

The policy context for the proposed policy

3.7.3 In line with NPPF (specifically paragraphs 97 and 193) and PfE Plan policies JP-P1 'Sustainable Places' and JP-P3 'Cultural Facilities', the policy seeks to protect and enhance existing community facilities in the borough, supporting proposals for new facilities and only supporting the loss of facilities where certain criteria apply.

3.7.4 Criteria A and C of the proposed policy replicate criterion 4 of Core Strategy policy CP3 'Community Facilities'.

3.7.5 Policy SLC4 of the Standish Neighbourhood Plan is in alignment with the proposed policy.

Key evidence

3.7.6 Key evidence supporting the content in the community facilities policy includes guidance published nationally; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Integrated Communities Strategy Green Paper

3.7.7 This government green paper, published in 2018, explores the way planning contributes to enhancing social cohesion and the importance of shared facilities, amenities and services within communities for helping to facilitate safe and healthy integration between population groups.

Building Cohesive Communities

3.7.8 This LGA guide, published in 2019, gives examples of facilities that can act as community hubs for promoting cohesion within communities, such as libraries, open spaces, sport and leisure facilities and school buildings, and gives case study examples of how community hubs have worked in practice.

Greater Manchester Integrated Care Partnership Strategy 2023-2028

3.7.9 The Greater Manchester Integrated Care Partnership Strategy presents a GM Model for Health which incorporates integrated care within a neighbourhood working model. Part of this work is 'creating the conditions for good lives', which includes the use of community spaces and buildings for building strong communities and an inclusive economy, and references the VCFSE sector as a key partner.

Greater Manchester Strategy for Culture and Creativity

3.7.10 The strategy, published in 2019, sets out how the ten local authorities and the cultural organisations that work within them, can ensure residents and visitors can enjoy the rich culture and heritage of Greater Manchester through investment, partnership and utilising devolved powers.

3.7.11 The strategy has 3 priorities:

- Create the conditions for creativity to flourish.
- Enrich the lives of all our people through engagement with the culture and heritage of Greater Manchester.
- Celebrate, protect and develop Greater Manchester's unique culture, heritage strengths, assets, and ecology.

Good practice from other Local Plans

3.7.12 The proposed policy reflects the policy in the following Local Plan:

- Warrington Local Plan (adopted 2023) - policy INF4

The integrated assessment of the Local Plan

3.7.13 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE7 is broadly positive against the health and community, equality and diversity and transport objectives and broadly neutral against the other 11 objectives.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.7.14 This policy will replace Core Strategy policy CP3 'Community facilities'.

Policies map content

3.7.15 There is no policies map content in relation to this policy.

Evidence map content

3.7.16 There is no evidence map content in relation to this policy.

The duty to cooperate

3.7.17 There are no strategic cross-boundary matters related to this policy that have been identified through the duty to cooperate on the Local Plan.

Delivering the policy

3.7.18 This policy will be delivered by developers, the council, local partners and local communities through the development management processes and through project work.

Summary and conclusion

3.7.19 National, regional and existing local policy seeks to retain, enhance and expand community facilities for the important role they play in society; this policy continues that position.

3.8 Development supporting users of publicly provided support services

The proposed policy

3.8.1 Policy PE8 covers Development supporting users of publicly provided support services.

3.8.2 This policy specifies the criteria in which development supporting users of publicly provided support services will be permitted, ensuring that such development will be available primarily to current service users accessing services outside of the borough, and to existing residents who may require the services but are not currently accessing them.

The policy context for the proposed policy

3.8.3 This policy is fundamentally driven by the need to not grow demands for local services from people from outside the borough, due primarily to the restrictions on local government finances and the growth in demand locally that is arising anyway, not least due to our ageing population.

3.8.4 The policy addresses the problem of profit-driven organisations providing facilities in the borough that do not specifically address local needs. Due to this, such facilities often cater for people from outside the borough, and if such vulnerable people relocate into the borough to take up this provision, the need for other support services in the borough grows alongside it.

3.8.5 New facilities by third party providers can be driven by cheaper property being available in places like Wigan Borough that are taken advantage of.

3.8.6 The council cannot sustain requirements driven by people from outside the borough as this puts pressure on our health services, social care and housing services, amongst others, as well as potentially increasing instances of drug misuse, poor mental health, homelessness and crime within vulnerable communities.

Key evidence

3.8.7 Key evidence supporting the content in the Development supporting users of publicly provided support services policy includes key reputable evidence published within the borough; key messages from our work on the Local Plan including consultation and engagement and the integrated assessment; and good practice gleaned from other Local Plans.

Current position in Wigan

3.8.8 The following section provides details on the current position in the borough in relation to:

- Children's homes
- Adult social care and mental health care
- Supported accommodation for homeless people.

Children's homes

3.8.9 There are currently around 150-160 beds provided across all children's homes in Wigan Borough. Of these, only 23 beds are within council run homes, with the remainder in homes run by private providers.

3.8.10 Many private providers have been attracted to the borough due to relatively low house prices, with the majority meeting demands derived from outside of the borough, rather than providing care which meets the needs of young borough residents identified in the council's sufficiency strategies.

3.8.11 As a result, over 75% of beds in the borough are either occupied by children from outside the local authority, vacant or blocked for safeguarding vulnerable children, with many of the vacant beds unsuitable to meet identified needs of local children.

3.8.12 There has been and continues to be issues with some private providers operating unethically and not in line with the council's Progress with Unity missions, for example:

- Children being displaced from far afield at great distances from their host authority.
- Insufficient consideration given to the suitability of the local environment for the child e.g. prevalence of anti-social behaviour, local deprivation etc.
- Insufficient consideration given to the availability and proximity of an appropriate school place, with many looked after children having special educational needs and an Education Health and Care Plan.

3.8.13 Housing children from outside the local authority also has financial implications on the council, including transporting children to school regardless of whether the child attends school within or outside the borough.

3.8.14 Notwithstanding this, regardless of the quality of private providers, there are simply too many beds available in the borough. Even if all

the Wigan Borough children requiring provision were housed, there would be a surplus of around 90 beds in the borough. However, despite the availability of beds, these do not match identified local needs.

3.8.15 As such, our policy limits new children's home provision to where it will meet identified needs, as set out in the council's sufficiency strategies, to meet the needs of young Wigan Borough residents.

Adult social care and mental health care

3.8.16 Data from December 2025 shows that there are 2,285 registered care home beds in the borough. Of these, 1,123 beds (just below 50%) are occupied by Wigan Council funded residents, and around 183 beds are vacant, meaning that the remaining 979 beds are either occupied by individuals who are fully health funded, occupied by self-funders, or commissioned by other councils.

3.8.17 Wigan Borough does not have a large self-funded market, with the council typically modelling an approximate 80/20 split between council funded and self-funded placements. As such, it can be assumed that around 225 beds are self-funded, resulting in around 755 beds (around one in three) being either fully health-funded or occupied by people placed from outside the borough.

3.8.18 In recent years the council has seen a notable increase in developers purchasing properties to establish residential services without any prior engagement with Adult Social Care commissioners. There are a number of examples where the providers have purchased properties in Wigan Borough and immediately moved residents in from outside of the borough.

3.8.19 Incoming service users from other authorities create a disproportionate financial pressure, particularly where individuals have high-cost, complex needs, are already in out-of-area or specialist provision. or arrive under continuity of care protections. Placements can often cost the council in the region of £1,000-£1,100 per week (£50-60,000 per year), particularly where residents have disabilities or mental health issues.

3.8.20 In addition, the council and/or local health service budgets will also have to finance the health costs of out of borough residents in its care.

3.8.21 In terms of mental health provision this carries additional risk. If another council places someone in a service in Wigan Borough, and their mental health deteriorates to the extent they need sectioning, the responsibility under the Mental Health Act for arranging and

funding their ongoing care and support following discharge from hospital would fall to the council.

3.8.22 The council's Adult Social Care service is supportive of the proposed policy which reinforces the importance of meeting local needs, and aligning with the council's ethical and open book approach to cost and market shaping, where developers / operators would be required to engage with commissioners to ensure that new provision contributes meaningfully to the borough's strategic commissioning priorities.

Supported accommodation such as for homeless people

3.8.23 In the period 1 April 2024 – 31 March 2026, there were 194 homeless individuals / families placed in supported accommodation in the borough from other local authorities.

3.8.24 This is often through providers that operate supported exempt accommodation. These are properties where residents receive care, support or supervision, typically provided by housing associations, charities or voluntary organisations, to help them live independently within the community. Such accommodation includes group homes, hostels, refuges and sheltered housing.

3.8.25 Whilst we encourage these providers to work with us, they are not commissioned and can set up without permission and without notifying the council. As such, the council does not have a full picture of all of these accommodation units. Property developers have utilised low housing prices in the borough to acquire properties and convert them to HMOs / exempt accommodation.

3.8.26 The placement of homeless individuals and families in the borough provides financial challenges to the council and the borough. Based on national cost estimates, a single homeless individual (rough sleeping / unstable housing) equates to a total annual public cost of around £20,000, taking into account NHS services, mental health services and criminal justice costs. Homeless families in temporary accommodation typically cost around £25-30,000 per year, including support costs. Additional pressures often include A&E attendances, substance mis-use services, GP registrations (often unmanaged long term health conditions), safeguarding and disruption to schooling and SEND needs.

3.8.27 A significant cost to the council is our inability to reclaim 100% of the Housing Benefit subsidy where providers are not a registered housing association or otherwise do not meet the criteria for full subsidy recovery. This results in the council effectively subsidising

provision without having full oversight or control over its quality or value for money.

3.8.28 Alongside the financial challenges, there are concerns regarding the quality and consistency of support being offered to some of our most vulnerable residents. Exempt accommodation is intended to provide enhanced housing management and support; however, in practice, the level and quality of that support can vary significantly between providers. In the absence of a robust regulatory framework historically, this has meant that some individuals are placed in accommodation that does not adequately meet their needs, potentially exacerbating existing vulnerabilities rather than supporting recovery and independence. Furthermore, it can often bring in households from out of borough that in the longer term puts greater pressure on public services in Wigan Borough.

3.8.29 The council has sought to take as proactive an approach as possible despite the limitations of having no framework. This has included undertaking sample inspections of accommodation, engaging with providers wherever possible, and developing guidance and local intelligence to help steer new provision away from locations where there is already a high concentration through a property panel that meets weekly to consider new accommodation proposals. We have worked collaboratively with those providers willing to engage constructively, encouraging more thoughtful consideration of where new exempt accommodation is developed to avoid oversaturation in particular neighbourhoods.

3.8.30 However, engagement across the sector has been mixed. While some providers are open to partnership working and quality improvement, others operate with limited transparency. At the same time, we are seeing increasing interest from landlords in converting or developing exempt accommodation due to its higher financial returns compared to general needs housing. This trend puts greater pressure on the local housing market by reducing the availability of standard affordable homes and making it more difficult to meet wider housing demand across the borough.

We Care About Care: Wigan Adult Health and Social Care Market Position Statement (2020-2030)

3.8.31 The We Care About Care Market Position Statement (MPS) provides information on the current market position in Wigan, including information on the council's 10 year Progress with Unity Strategy, key demographic data, and financial investment by the council into health and social care for 2024/25. The prospectus also provides

detailed information with case studies, priorities and challenges for various aspects of the social care system, or market areas, including residential / nursing and extra care, homecare, supported living services, day support, and unpaid carers.

3.8.32 The financial climate for local authorities and adult social care at a national level has been challenging, since austerity in 2011. The volume and complexity of people requiring care is continuing to increase, against a backdrop of reducing resources, workforce challenges and a rising cost of care. This was further exacerbated by the changes to National Insurance in 2025/26.

3.8.33 However, Wigan Council has taken a different and transformative response to the challenge of austerity and demographic change and remain relatively well positioned to respond to future challenges. £33m of efficiencies have been secured across adult social care and health since 2011 simultaneous to improving services, outcomes and resident experience via reform, rather than cuts. This has been achieved by investing in local communities, and through innovation and prevention to build resilience and reduce dependency on long-term care. The council aims to build on this approach in partnership with providers to meet any future challenges through the Better Lives programme.

3.8.34 High quality, sustainable care is viewed by Wigan Council as a pre-requisite component of an effective, integrated health and social care economy able to support residents to live well and as independently as part of the community and away from acute settings. The Council therefore remains committed to incrementally investing in a fair price for care as a foundation for the ongoing transformation and reform of care in the borough, ensuring fees continue to support an affordable, and sustainable local care market aligned with Progress with Unity missions and ways of working.

3.8.35 Wigan Council invested around £159 million on care and support packages in 2024/25 for approximately 5,000 individuals, broken down as follows:

- Supported Living: £39.3m
- Residential: £39m
- Nursing: £26.5m
- Direct Payments: £20m
- Home Care: £18.7m
- Day Opportunities and Transport: £10m

- Extra Care: £2.8m
- Shared Lives: £2.4m

Supported and Specialist Housing (SSH) Prospectus

3.8.36 Produced by the council in 2021, this prospectus sets out the nature and scale of need for supported and specialist housing in Wigan Borough, and the gaps in provision and the type of accommodation required which will need to be addressed through new development. The prospectus includes a charter with commitments from the council, developers, care and support providers and tenants, to ensure that all parties work collaboratively to achieve the most successful outcome for all, as well as information on the process for bringing schemes forward and outlining the standards expected of new developments.

Out of area placements for children in care and return interviews

3.8.37 This report published by Missing People on behalf of the English Coalition for Runaway Children in 2021, analysed Freedom of Information data collected from 120 councils in England. The data showed that in 2018, over 30,000 children in care were placed out of area. Data from 106 of these councils showed that around 17% of these children placed out of area had been reported missing on at least one occasion, resulting in 18,662 missing incidents overall. 52 of the 106 councils reported that over 15% of their looked after children placed out of area went missing, with 30 other local authorities reporting over 20%. This compares to approximately 10% of looked after children going missing nationally, which clearly shows that children placed out of area are at increased risk of going missing.

Brief guide: Out of Area Placements in Rehabilitation Units: The responsibilities of NHS trusts for people under their care who are placed in a mental health rehabilitation ward outside of the local area

3.8.38 This guide produced by Care Quality Commission in 2018 states that people with complex mental health needs should have access to inpatient mental health rehabilitation services close to where they live (reference: Inpatient mental health rehabilitation services: assessment, treatment and care).

3.8.39 Out of area placements cause social dislocation because the patient is often many miles from their home area and family and friends. The distance may make it difficult for the 'home' services to maintain contact with the patient for care management and ongoing review of the suitability of the placement. This can undermine the person's

rehabilitation and timely transfer back to local inpatient rehabilitation or supported accommodation services.

3.8.40 Out of area facilities in isolated areas may limit patients' access to community resources that can help with their rehabilitation. Out of area rehabilitation placements cost twice as much as local NHS provision; in part, due to delays in transferring the person back to their local area, and should only be used if the patient's needs are more complex than local facilities can cater for, the patient chooses to be located out of area, and clinicians support this decision, or if they cannot be treated locally for safeguarding reasons.

Good practice from other Local Plans

3.8.41 The proposed policy reflects the policy in the following Local Plan which sets out a similar approach to development supporting publicly provided support services:

- Blackburn with Darwen (2024) - Policy DM39

The integrated assessment of the Local Plan

3.8.42 The broad implications of the policy for sustainable development are set out in the matrix at appendix B of the integrated assessment (IA) of the Local Plan, against the 14 sustainability objectives established in Table 3.1 of the IA. It sets out that, as an individual policy, policy PE8 is broadly positive against the housing, environmental quality, transport and town centres objectives; questionably positive against the health and community and equality and diversity objectives; and broadly neutral against the other 8 objectives.

3.8.43 The policy is designed to ensure that health and community and equality and diversity needs are met within the borough in a balanced and sustainable way, by ensuring that demands arising from how one service is provided do not undermine how another service is provided for the benefit of residents.

Replacing policies currently remaining in the Local Plan Core Strategy, the Replacement Unitary Development Plan and the Policies Map

3.8.44 This policy will not replace any policy content in the Core Strategy or the UDP, or any content on the policies map.

Policies map content

3.8.45 There is no policies map content in relation to this policy.

Evidence map content

3.8.46 There is no evidence map content in relation to this policy.

The duty to cooperate

3.8.47 Despite restricting new development supporting users of publicly provided support services to where they are needed to address identified needs of Wigan Borough residents only, this policy did not receive any comments from neighbouring districts or health bodies.

Delivering the policy

3.8.48 This policy will be delivered by the council through the development management processes, in liaison with health bodies and the council's adult social care service.

Summary and conclusion

3.8.49 This policy approach seeks to ensure that new development supporting the users of publicly provided support services meets the identified needs of borough residents in line with up-to-date commissioning strategies prepared by the council.

3.8.50 This will restrict profit-driven organisations providing facilities in the borough that do not specifically address local needs. Such facilities are currently catering for high proportions of vulnerable people who relocated from outside of the borough, adding additional financial and social pressures on to other support services in the borough.

Appendix A – Local centres and childhood obesity

This appendix is to section 3.2.22 of the Topic Paper.

Table TP1.1 below shows all local centres in the borough (proposed policy TC1), the current concentration of hot food takeaways and whether they are at risk of being over the proposed 33% threshold should one additional unit become a hot food takeaway.

Table TP1.1 – Hot food takeaways in Wigan's local centres

Local Centre	Total units	No. HFTs	Concentration	At risk of over concentration at 33%?
Ashbourne Avenue (Whelley)	4	2	50%	n/a
Atherton Road (Hindley Green)	4	2	50%	n/a
Conway Road Stubshaw Cross	4	2	50%	n/a
Hag Fold	4	2	50%	n/a
Wigan Road (Leigh)	6	3	50%	n/a
Lower Ince	9	4	44%	n/a
Mosley Common	10	4	40%	n/a
Warrington Road (Leigh)	5	2	40%	n/a
Scot Lane	8	3	38%	n/a
Stour Road (Astley)	8	3	38%	n/a
Beech Hill Avenue	9	3	33%	n/a
Whelley	6	2	33%	n/a
Gidlow Lane (Beech Hill)	14	4	29%	Yes
Blackamoor (Astley)	12	3	25%	Yes
Norley Hall	8	2	25%	Yes
Poolstock	4	1	25%	Yes
Shakerley	4	1	25%	Yes
Oaklands Road (Lowton)	9	2	22%	Yes
Scholes	19	4	21%	No
Appley Bridge	5	1	20%	Yes
Bolton Road	5	1	20%	Yes
Woodhouse Lane	10	2	20%	No
Clapgate Lane, Goose Green	11	2	18%	No
Hawkley	11	2	18%	No
Kitt Green	6	1	17%	Yes
Swinley	55	9	16%	No
Shevington	33	5	15%	No
Goose Green St Pauls Avenue	7	1	14%	No
Higher Ince	35	5	14%	No

Local Centre	Total units	No. HFTs	Concentration	At risk of over concentration at 33%?
Marsh Green	7	1	14%	No
Slag Lane (Lowton)	7	1	14%	No
Worsley Hall	7	1	14%	No
Bryn	30	4	13%	No
Winstanley	16	2	13%	No
Aspull	19	2	11%	No
Church Lane (Lowton)	19	2	11%	No
Higher Folds	10	1	10%	No
Ormskirk Road	10	1	10%	No
Newtown	24	2	8%	No
Orrell Post	12	1	8%	No
Sale Lane (Tyldesley)	28	2	7%	No
Springfield	27	2	7%	No
Borsdane (Hindley)	5	0	0%	No
Mesnes Road (Wigan)	6	0	0%	No
Orrell	12	0	0%	No
Parr Bridge	5	0	0%	No
Worsley Mesnes	6	0	0%	No

Tables TP1.2, TP1.3 and TP1.4 below show National Child Measurement Programme (NCMP) obesity levels for children in Wigan Borough by Ward, alphabetically and ranked highest to lowest. The tables combine 3 years' of data (2022/23-2024/25) and shows obesity levels in Reception age and Year 6 pupils.

Table TP1.2 – Childhood obesity levels in Wigan Borough by Ward, 2022-25

Ward	Year Reception (%)	Year 6 (%)
Abram	14.9	27.9
Ashton-in-Makerfield South	8.8	27.1
Aspull, New Springs & Whelley	12.9	20.6
Astley	9.1	17.6
Atherton North	11.0	23.6
Atherton South & Lilford	11.7	24.6
Bryn with Ashton-in-Makerfield North	10.9	21.9
Douglas	13.3	29.4
Golborne & Lowton West	10.1	24.7
Hindley	10.7	24.7
Hindley Green	10.8	21.9
Ince	11.7	27.0
Leigh Central & Higher Folds	12.3	27.2
Leigh South	11.8	24.7
Leigh West	9.1	25.2
Lowton East	9.0	20.0
Orrell	8.6	21.2
Pemberton	13.5	26.1
Shevington with Lower Ground & Moor	12.7	23.1
Standish with Langtree	9.3	22.2
Tyldesley & Mosley Common	10.3	24.4
Wigan Central	12.5	18.2
Wigan West	12.2	23.1
Winstanley	9.2	18.8
Worsley Mesnes	11.9	25.9

Table TP1.3 - Childhood obesity levels at Reception age in Wigan Borough by Ward, 2022-25

Ward	Year Reception (%)
Abram	14.9
Pemberton	13.5
Douglas	13.3
Aspull, New Springs & Whelley	12.9
Shevington with Lower Ground & Moor	12.7
Wigan Central	12.5
Leigh Central & Higher Folds	12.3
Wigan West	12.2
Worsley Mesnes	11.9
Leigh South	11.8
Ince	11.7
Atherton South & Lilford	11.7
Atherton North	11.0
Bryn with Ashton-in-Makerfield North	10.9
Hindley Green	10.8
Hindley	10.7
Tyldesley & Mosley Common	10.3
Golborne & Lowton West	10.1
Standish with Langtree	9.3
Winstanley	9.2
Leigh West	9.1
Astley	9.1
Lowton East	9.0
Ashton-in-Makerfield South	8.8
Orrell	8.6

Table TP1.4 - Childhood obesity levels at Year 6 age in Wigan Borough by Ward, 2022-25

Ward	Year 6 (%)
Abram	27.9
Ashton-in-Makerfield South	27.1
Aspull, New Springs & Whelley	20.6
Astley	17.6
Atherton North	23.6
Atherton South & Lilford	24.6
Bryn with Ashton-in-Makerfield North	21.9
Douglas	29.4
Golborne & Lowton West	24.7
Hindley	24.7
Hindley Green	21.9
Ince	27.0
Leigh Central & Higher Folds	27.2
Leigh South	24.7
Leigh West	25.2
Lowton East	20.0
Orrell	21.2
Pemberton	26.1
Shevington with Lower Ground & Moor	23.1
Standish with Langtree	22.2
Tyldesley & Mosley Common	24.4
Wigan Central	18.2
Wigan West	23.1
Winstanley	18.8
Worsley Mesnes	25.9

Figures TP1.1-TP1.4 show local centres displayed in red (over proposed 33% concentration threshold), amber (at risk of being over the proposed 33% concentration threshold with one additional hot food takeaway) and green (below 33% concentration with no risk), against average childhood obesity level in year 6 age children in each Ward.

Figure TP1.1: Childhood obesity levels at Year 6 by Ward and capacity of Local Centres for additional hot food takeaway provision against the proposed concentration threshold – east of the borough

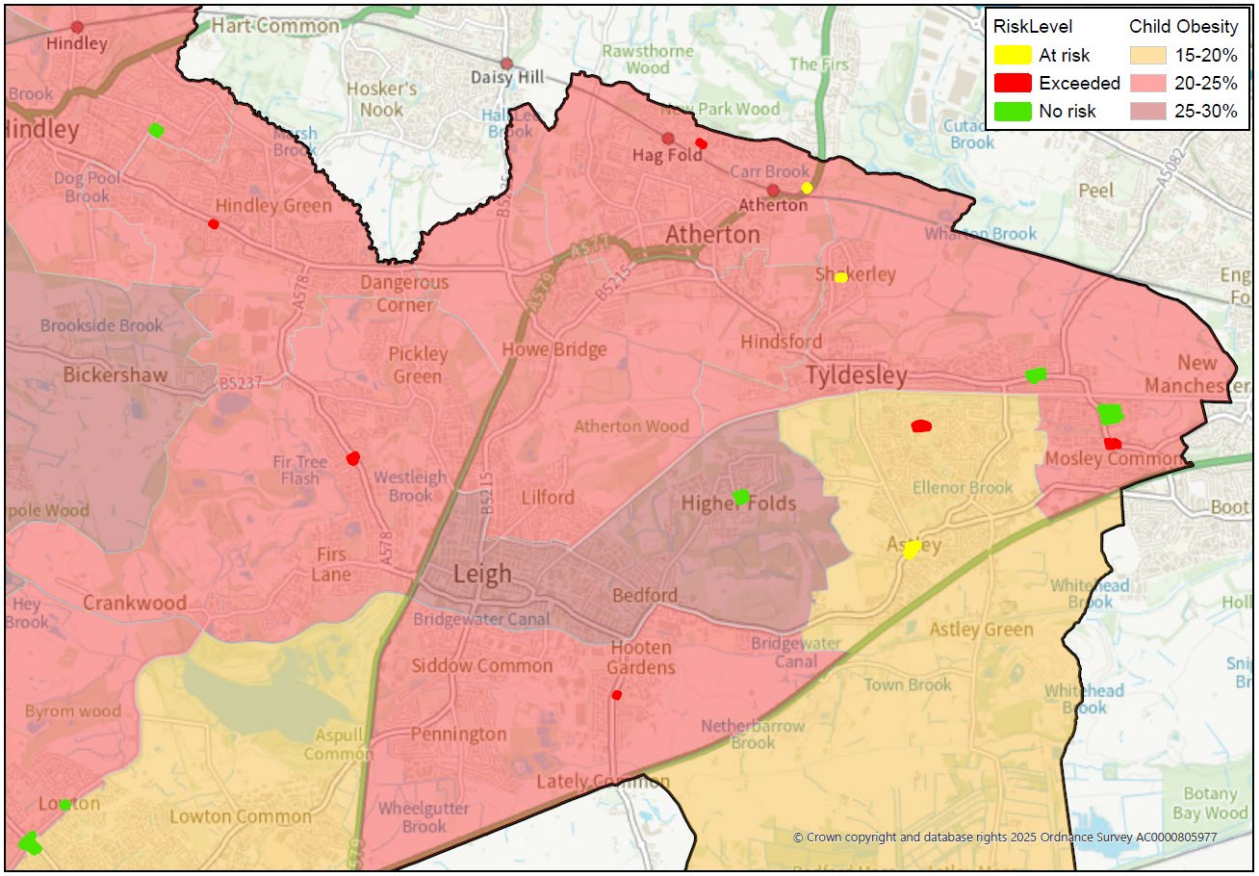


Figure TP1.2: Childhood obesity levels at Year 6 by Ward and capacity of Local Centres for additional hot food takeaway provision against the proposed concentration threshold – south west of the borough

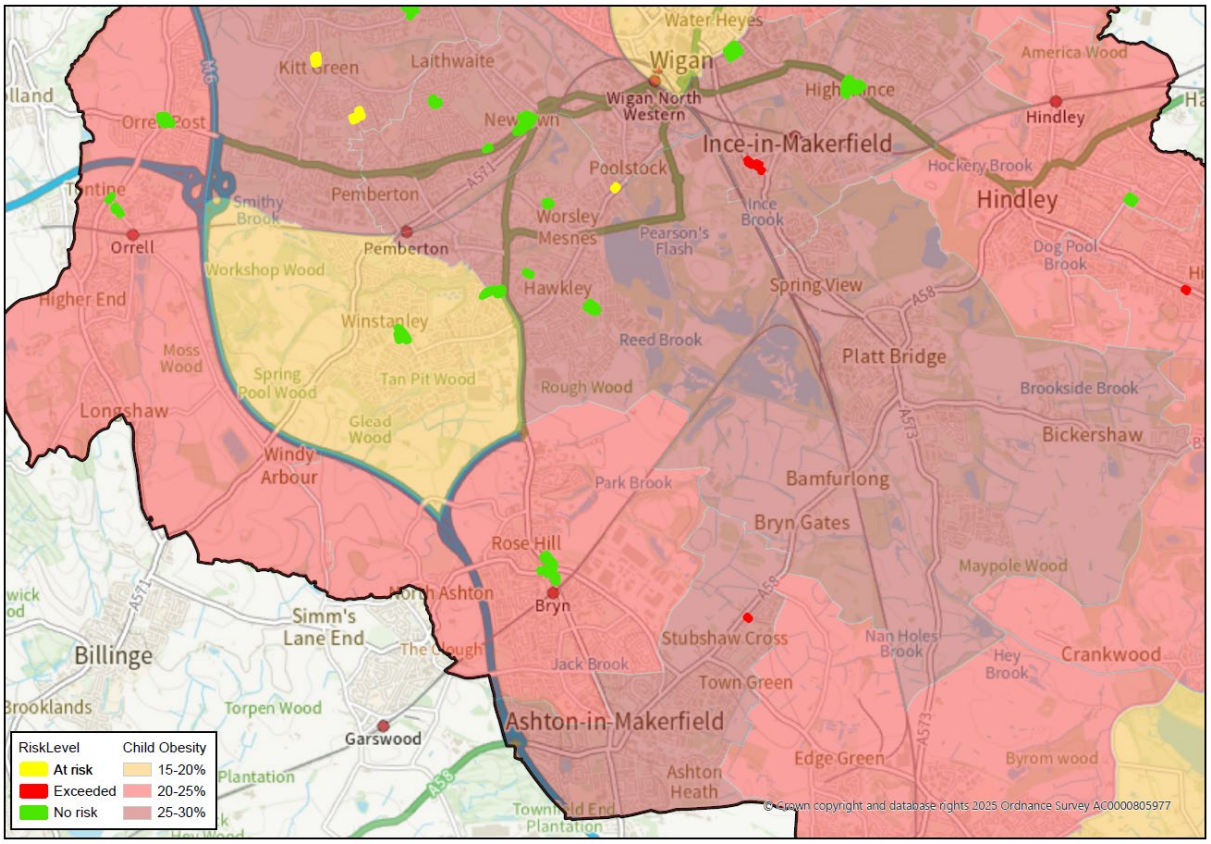


Figure TP1.3: Childhood obesity levels at Year 6 by Ward and capacity of Local Centres for additional hot food takeaway provision against the proposed concentration threshold – north east of the borough

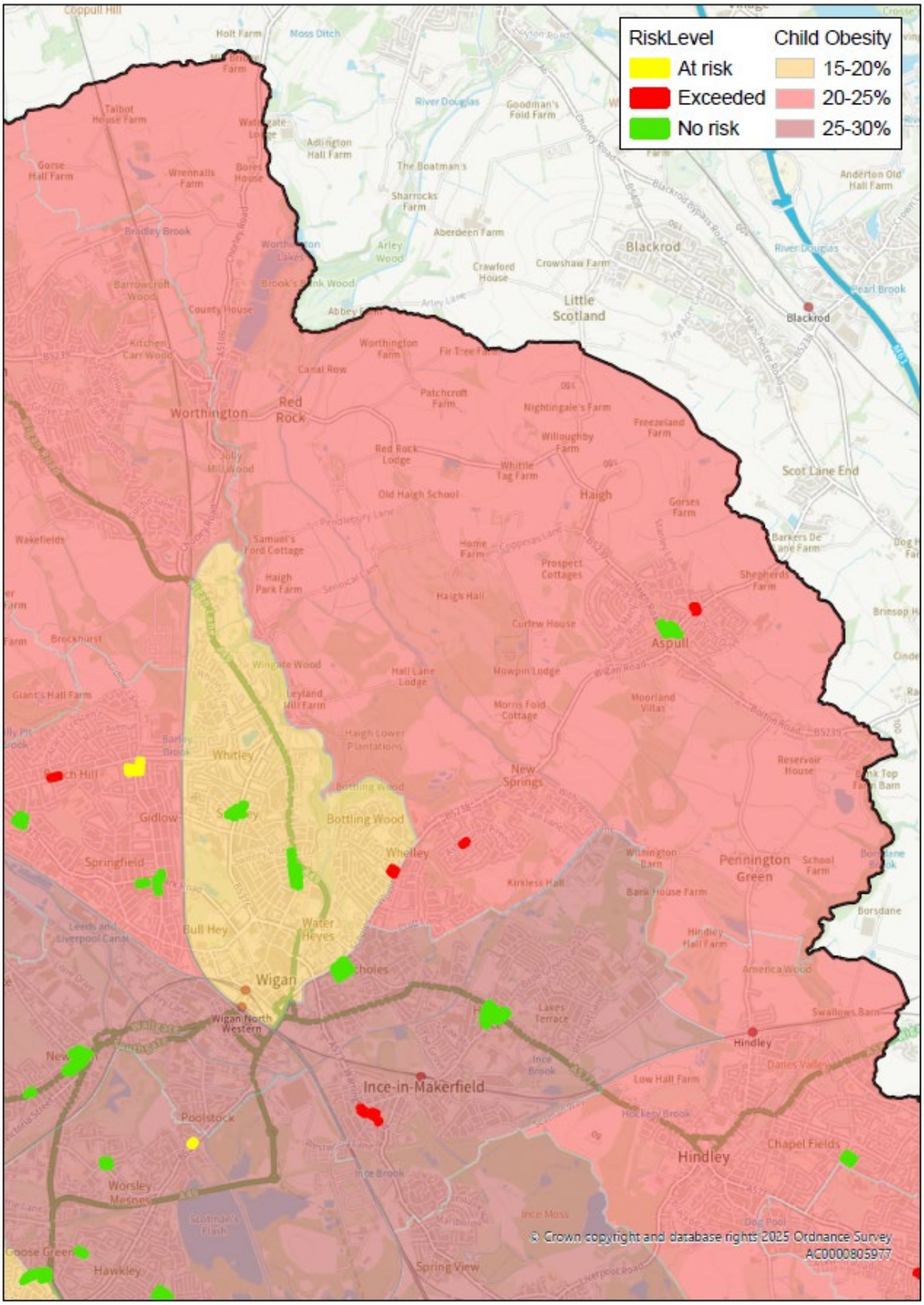
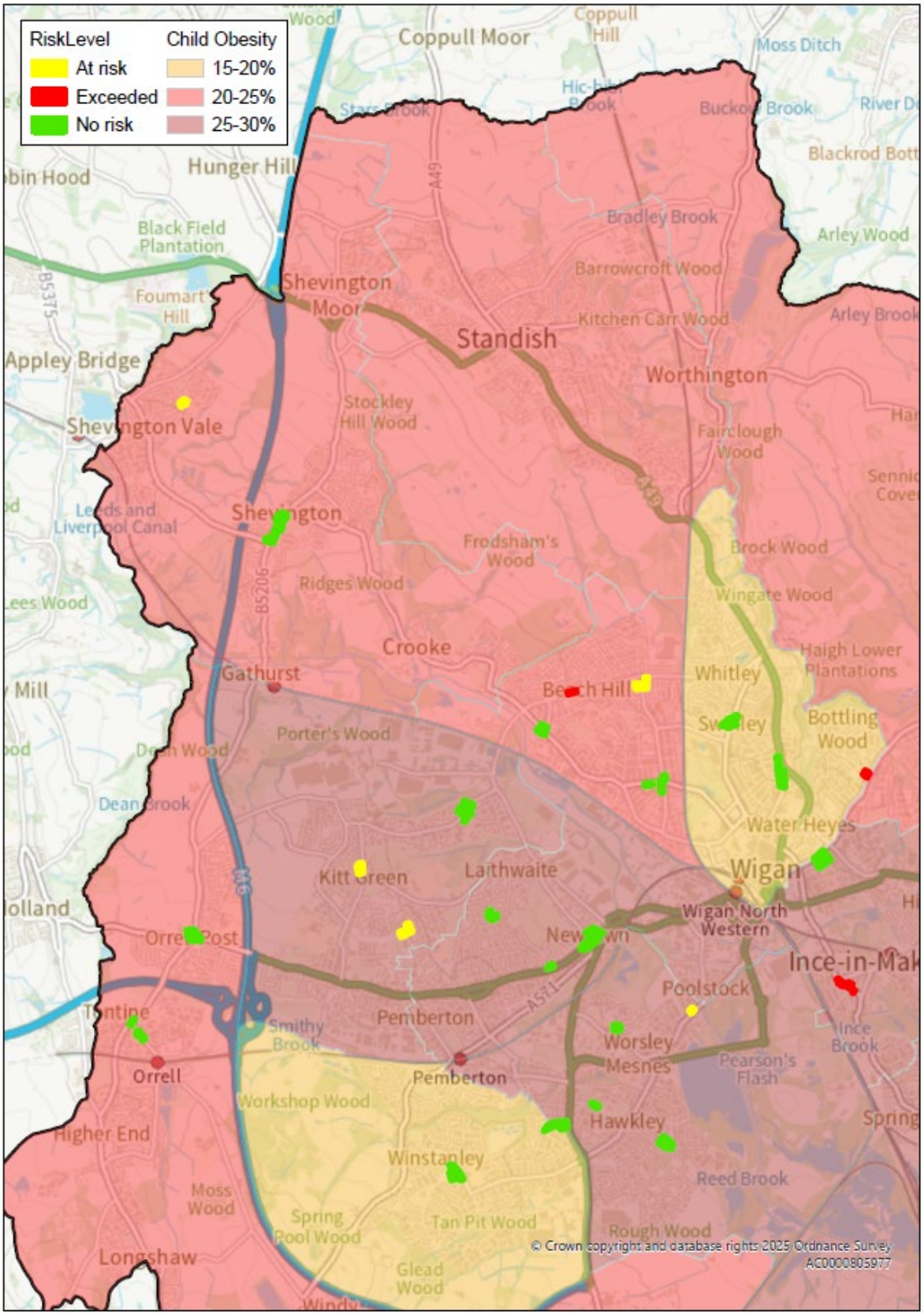


Figure TP1.4: Childhood obesity levels at Year 6 by Ward and capacity of Local Centres for additional hot food takeaway provision against the proposed concentration threshold – north west of the borough



Appendix B – Local Green Spaces

This appendix is to section 3.4 of the Topic Paper.

NPPF 2024 paragraph 107 states that the Local Green Space designation should only be used where the green space is:

a) in reasonably close proximity to the community it serves;

b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

c) local in character and is not an extensive tract of land.

Table TP1.5 sets out the justification for each of the Local Green Spaces proposed to be designated under policy PE4 in the Local Plan.

Table TP1.5 – Local Green Space justification from Neighbourhood Plans

Local Green Space	Neighbour-hood Plan	Criterion a) location	Criterion b) significance	Criterion c) size
Almond Brook Ponds	Standish	Adjacent to existing residential and new development	Mining history significance, wildlife, tranquillity	4.15ha
Victoria Pit	Standish	Adjacent to two established residential areas	Mining history significance, wildlife, tranquillity	7.2ha
Robin Hill Field	Standish	Near to Standish High School, adjacent to new housing development	One of the last remaining publicly accessible amenity greenspaces in the north of Standish, Great Crested Newts nearby	1.29ha
Southlands Rec	Standish	Adjacent to village centre, within 15 minutes walking distance of main residential area	Largest amenity greenspace centrally within Standish, has been recreational ground for over 100 years	0.78ha

Local Green Space	Neighbour-hood Plan	Criterion a) location	Criterion b) significance	Criterion c) size
Copse Field at Lightshaw Meadows	Golborne and Lowton West	Near to residential area and well linked by footpaths and canal	Wildlife and ecological value, viewing platforms have recreational and community value.	2.29ha
Maypole Wood	Abram	Near to residential area and well used by residents	Heritage, wildlife habitat, acts as wildlife corridor.	7.81ha
Platt Bridge Community Green	Abram	Central to Platt Bridge town centre	Created as part of Platt Bridge regeneration to provide much needed greenspace for health, wellbeing, nature etc.	1.59ha