

LDF



WIGAN LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY



Community safety and neighbourhood quality Final Topic Paper 2

AUGUST 2011

Core Strategy Submission Version



Places Directorate
www.wigan.gov.uk/ldfcorestrategy

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ONE

Introduction

Purpose of this document

1.1 This is Topic Paper 2 on 'community safety and neighbourhood quality'. It is one of 13 topic papers that we have produced to help ensure that our Local Development Framework Core Strategy is properly backed by robust and credible evidence. The 13 topic papers are:

1. Health and recreation
2. Community safety and neighbourhood quality
3. Community development and involvement
4. Education and learning
5. Economy and employment
6. Housing
7. Retail and centres
8. Accessibility
9. Built environment and landscape
10. Wildlife habitats and species
11. Energy
12. Waste
13. Natural resources and pollution

1.2 Each topic paper provides a summary and analysis of the evidence which informs the Core Strategy and the Sustainability Appraisal. The evidence is set out in detail in a series of evidence reviews of the same name which sit alongside the topic papers. This topic paper focuses on content within policies CP10 'Design' particularly clause 8 and CP18 'Environmental protection' specifically clause 7.

1.3 We have combined the evidence gathering stages for both the Core Strategy and the Sustainability Appraisal, to streamline the documentation produced and avoid duplication. This has ensured that sustainable development is embedded in the process of producing the Core Strategy. This topic paper also sets out how we have engaged

with the community and other stakeholders and established the legality and soundness of the policies. More details of this are set out in Section 9 'An assessment of legality and soundness'.

1.4 Each topic paper can be read in isolation but, inevitably, there are important related matters in other topic papers and evidence reviews. The key related topic areas for 'Community Safety & Neighbourhood Quality' are:

- Community development and involvement
- Built environment and landscape

1.5 Rather than preparing an additional report on 'climate change', we have considered this important theme within each topic paper. This is to make sure that it is not viewed as a 'stand alone' issue.

How the Local Development Framework will be used

1.6 The Local Development Framework is the planning strategy for the borough. The Core Strategy is the principal development plan document in our Local Development Framework. It sets out what development is needed for the next 10-15 years, where this will go and how it can be achieved. For the most part the details will be determined in other policy documents that will make up the Local Development Framework. These will include site allocations plans, area action plans and supplementary planning documents. All of these other documents will have to conform to the Core Strategy and be equally founded on a robust and credible evidence base.

1.7 We have to work with national and European legislation on Sustainability Appraisal and national and regional planning policy. Of particular importance to Community Safety and Neighbourhood Quality is the national document 'Living Places: Cleaner, Safer, Greener' and the Regional Spatial Strategy, which is currently part of the development plan for the Borough but will be revoked once the Decentralisation and Localism Bill is enacted.

1.8 Public spaces matter to people, particularly the quality of neighbourhoods, which affects our well being most directly. It is important to maintain and create clean, safe and green spaces in which people want to spend time live and others will respect, and which contribute to places in which people want to live and work.

1.9 The Local Development Framework can seek to provide planning policies that help to enhance the quality of public spaces for the benefit of local communities. Policies can also enhance community safety through improved design of the built environment and good management of the night-time economy. This will need to be achieved in line with the principles of sustainable development, ensuring that economic, social and environmental objectives are secured together.

How the Sustainability Appraisal framework will be used

1.10 The purpose of the Sustainability Appraisal is to appraise the social, environmental and economic effects of strategies and policies in the documents that form the Local Development Framework. This has been done from the outset in preparing the Core Strategy to ensure that decisions are made that accord with sustainable development.

1.11 A framework of sustainability objectives has been used to test and ask questions of each approach considered in the Core Strategy. The appraisal process has a number of set stages that must be followed, but each stage has been revisited as new information became available.

1.12 This topic paper contains the information we have used to help us establish the issues for community safety and neighbourhood quality. This information has helped us to establish a set of sustainability objectives and sub-questions to tackle these issues, see Section 8 'Our sustainability framework'.

Viewing documents

All documents related to the Core Strategy are available to view on our website at: www.wigan.gov.uk/ldfcorestrategy.

Paper copies of the Core Strategy, Sustainability Appraisal and the 13 Topic Papers are also available at:

- All our public libraries (except the children's library)
- Wigan Town Hall*
- Wigan Life Centre, College Avenue, Wigan, WN1 1NJ*

Viewing documents

** Until January 2012, when documents will be available at The One Stop Shop, Wigan Life Centre, The Wiend, Wigan, WN1 1NH*

TWO

Key plans, policies and strategies reviewed

2.1 This section focuses on the most relevant published plans and strategies and draws out the key messages for the Core Strategy and Sustainability Appraisal. The plans and strategies which provide support for the community safety and neighbourhood quality content of policies CP10 'Design' and CP18 'Environmental protection' are:

National plans, policies and strategies

Planning Policy Statement 1: Delivering Sustainable Development

Development should seek to reduce social inequalities, deliver safe, attractive and healthy places to live, and promote social cohesion, diversity and equal opportunity for all.

Community involvement is an essential element in delivering sustainable development and creating sustainable and safe communities.

Development plan policies should:

- promote communities which are inclusive, healthy, safe and crime free, whilst respecting diverse needs and the special needs of particular sectors of the community.
- create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion.
- seek to maintain and improve the local environment and help to mitigate the effects of declining environmental quality through positive policies on issues such as design, conservation and the provision of public space.

Planning Policy Guidance 24 - Planning and Noise (2001)

Plans should contain policies designed to ensure, as far as is practicable, that noise sensitive developments are located away from existing sources of significant noise, or programmed development such as new roads, and that potentially noisy developments are located in areas where noise will not be such an important consideration or where its impact can be minimised.

Where it is particularly difficult to separate noise-sensitive development from noisy activities, plans should contain an indication of any general policies which the local planning authority propose to apply in respect of conditions or planning obligations.

2.2 Other key national plans and strategies which provide support for the community safety and neighbourhood quality content of policies CP10 and CP18 include:

- Safer Places: The Planning System and Crime Prevention (UK Government, 2004) - Designing out crime and designing in community safety should be central to the planning and delivery of new development.
- Place Matters (2007) - (Evidence Review 3) - Sets out the Governments analysis of why place is increasingly important as a focus for policy including: there is no single definition and many different perceptions of place; to secure investment and new people, places need to offer an attractive package of amenities across the full range of factors that make a sustainable community and supporting initiatives to improve the quality of place through well designed and managed neighbourhoods and public spaces and action to tackle deprivation.

Regional / sub regional plans, policies and strategies

North West of England Plan - Regional Spatial Strategy to 2021

The Regional Spatial Strategy forms part of the development plan for the borough, setting the context for the Core Strategy and other development plan documents. Policies with a particular relevance to community safety and neighbourhood quality are:

Policy DP2 Promote Sustainable Communities - Sustainable communities should meet the diverse needs of existing and future residents and promote community cohesion and equality, including by taking into account the social and cultural implications of development and spatial investment decisions; promoting community safety and security; and encouraging leadership, joint working practises and community consultation and engagement.

Policy DP6 Marry Opportunity to Need - Priority should be given to linking areas of economic opportunity with areas in greatest need.

Policy DP7 Promote Environmental Quality - Environmental quality should be protected and enhanced.

2.3 Other key regional plans and strategies which provide support for the community safety and neighbourhood quality content of policies CP10 and CP18 include:

- **Greater Manchester Policing Plan, 2010-2011 (Greater Manchester Police Authority)** - Strategic priorities for community safety include: tackle anti-social behaviour, reduce domestic burglary, reduce vehicle crime and protect vulnerable people. In particular, promote design that reduces the chance of crime (particularly burglary and vehicle crime) and anti social behaviour and fear of crime.

Local plans, policies and strategies

Published by Wigan Council unless stated otherwise.

- Vision 2026: Sustainable Communities Strategy, 2008 - (Evidence Review 3) Sets out the broad strategy for the borough with four priorities: ambitious communities (including people will be able to access better quality, affordable homes in safe neighbourhoods and our communities will look to the future and protect our environment for future generations), living healthier and longer, raising aspirations and strong community.
- Wigan Corporate Plan 2008 – 2011 - (Evidence Review 3) Sets out how the council will continue to contribute to achieving the vision: Building the future together - A place where people matter and you can afford to live the life you want. The aims include: Provide places people want to live. It links directly with the Sustainable

Communities Strategy and how the council delivers its services and levels of income and expenditure.

- Wigan Anti-social Behaviour Policy, 2009 - Anti-social behavior has negative impacts on our communities. Develop policies that support diversionary activities, for example the enhancement of community facilities, sports facilities.
- What's Your Issue? Consultation 2008 (Wigan Leisure and Culture Trust) - Consultation aimed at young people has produced a number of issues, with transport and things to do, places to go being the most prevalent but also concern about vandalism and antisocial behaviour.

THREE

Other key evidence reviewed

Key sources of information

3.1 This section provides a summary of other evidence reviewed and a snapshot of the borough in terms of community safety and neighbourhood quality, outlining key characteristics, trends, issues and opportunities. It also gives an overview of the infrastructure, climate change considerations and a summary of stakeholder and community involvement related to community safety.

Community Safety

3.2 The main sources of information used are:

- Perceptions of Crime Survey (Wigan Council, 2006)
- Wigan Citizens Panel Reports
- Wigan Borough Health and Lifestyle Survey (2005-2006)
- Wigan Council Community Safety Team Research and Information Section Intelligence Products.

Background

3.3 Although overall crime has decreased significantly in the last 5 years, results from the Citizen's Panel and other surveys tell us that community safety is an important issue for communities in Wigan.

3.4 Community safety is tackled by a range of agencies working in partnership including Wigan Council, Greater Manchester Police, Victim and Witness Support, Drugs and Alcohol Services, Greater Manchester Fire Service and the Probation Service, amongst many others.

3.5 Priorities and action plans are produced at a strategic and local level by analysing a wide range of data and using an evidence based approach. The work undertaken by the Community Safety Partnership has involved:

- Erecting alley-gates to combat antisocial behaviour and burglary.

- Piloting Community Improvement Projects in some of the most deprived neighbourhoods.
- Providing increased reassurance to victims of crime and anti-social behaviour, particularly those who experience repeats.
- Providing activities and facilities for young people in our most deprived communities.
- Tackling repeat locations for anti-social behaviour.
- Improving the ways in which we target litter and fly tipping.
- Moving towards local service delivery and action plans.
- Case Managing the most serious incidences of domestic violence via a Multi Agency Risk Assessment Conference process.
- Targeting vehicle crime through the use of talking signs, a 'name and shame' scheme and other initiatives.

Crime in Wigan

3.6 Overall levels of recorded crime across Wigan fell by 25.8 per cent between April 2008 and March 2011, meaning at least 6354 fewer people were victims of crime. Table 3.1 below illustrates this across different categories of crime.

| Crime Type | 2008/09 Total | 2009/10 Total | 2010/11 Total | % change 2008/09 to 2010/11 |
|--------------------------------|------------------|------------------|------------------|-----------------------------------|
| All crime | 24655 | 21099 | 18301 | -25.8% |
| Serious acquisitive crime | 4873 | 4227 | 3532 | -27.5% |
| SAC - Burglary | 1562 | 1335 | 1248 | -20.1% |
| SAC - Robbery | 300 | 230 | 198 | -34.0% |
| SAC - Theft from motor vehicle | 2042 | 1920 | 1510 | -26.1% |
| SAC - Theft of motor vehicle | 882 | 685 | 519 | -41.2% |
| All violent crime | 4048 | 3647 | 3218 | -20.5% |

| Crime Type | 2008/09 Total | 2009/10 Total | 2010/11 Total | % change 2008/09 to 2010/11 |
|-----------------------|------------------|------------------|------------------|-----------------------------------|
| Assaults with injury | 2034 | 1753 | 1484 | -27.0% |
| Serious violent crime | 284 | 257 | 201 | -29.2% |
| Criminal damage | 6432 | 5132 | 4023 | -37.5% |

Table 3.1 Recorded crime in Wigan Borough, (Wigan Community Safety Partnership 2008-2011)

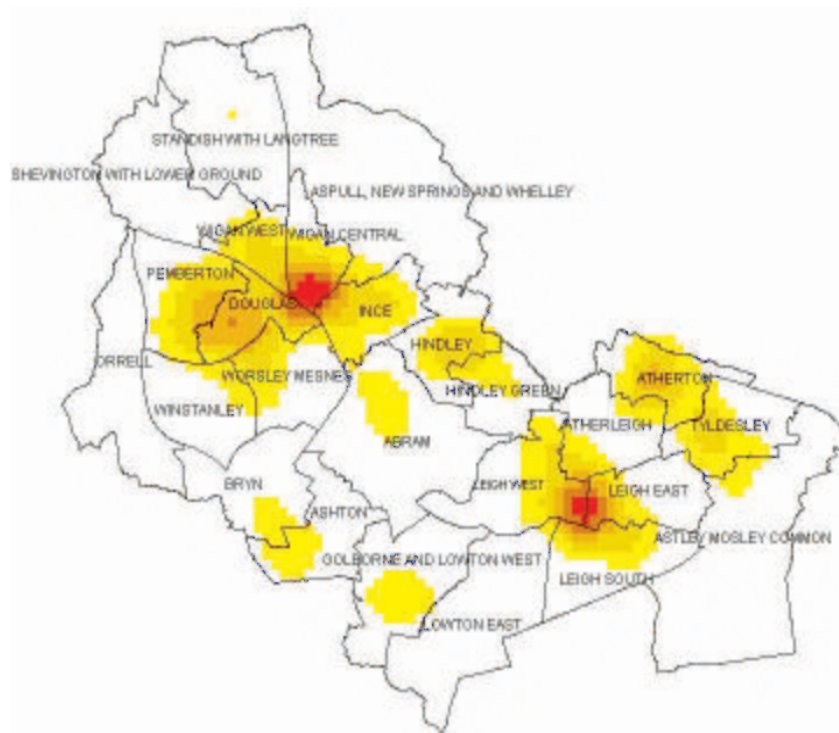
3.7 Between 2008 and 2009 Wigan experienced lower crime rates compared to the national average in all categories apart from criminal damage. Crime in the borough is consistently the lowest in Greater Manchester.

Fear of crime

3.8 While rates of crime have fallen over the past 5 years, people's fear of crime has typically not followed suit. In fact, people are much more worried about being a victim of crime than is the reality. In general, two in five residents (41%) living in Wigan are worried about being a victim of crime (Health Survey, 2006).

Spatial Issues

3.9 Crime is not distributed evenly across the borough or its population. The majority of crime is located in the two town centres of Wigan and Leigh, with further concentrations in the most deprived parts of the borough. The more intense/darker areas in map 3.1 below are those with the highest rates of crime taken from the British Crime Survey.



Map 3.1 Spatial distribution of crime (British Crime Survey, 2006-2008)

3.10 Between 2006/07 and 2007/08 there was 79% more crime in deprived areas compared to the average for the borough as a whole. This gap has grown steadily from 61% in 2003. The main driver for this disproportionate rate is the volume of criminal damage recorded. In the main, acquisitive crime is more closely aligned to the borough rate.

3.11 The percentage of people in priority neighbourhoods feeling unsafe was double the rate for the rest of the borough for all indicators except when walking outside alone after dark, implying that particular issue is a borough-wide fear.

Anti-social behaviour

3.12 Anti-social behaviour has become an increasingly problematic and a well publicised issue in recent years. It is difficult to define as it covers a wide range of behaviours that can impact negatively on people's lives, such as nuisance, dealing and taking drugs, rubbish and litter, and teenagers being rowdy and hanging about. What constitutes

anti-social behaviour is also a product of tolerance. What bothers one person may not bother someone else. 'Teenagers hanging around on the streets' is perceived as a big problem across the entire borough.

Challenges

3.13 The challenge for the Community Safety Partnership is to achieve reductions against 'classic' crime based targets, whilst meeting new challenges such as the delivery of policies and actions relating to cohesion and equality; neighbourhood service planning; improved perceptions and quality of life in neighbourhoods; and perception of services through local accountability and investment in youth facilities; alongside improved processes for dealing with anti-social behaviour.

3.14 In all cases the part the public have to play is critical to the success of these plans and that is the biggest challenge. In addition the Partnership must do better at dealing with the small number of persistent offenders who hurt our communities most. This needs to include swifter 'Catch and Convict' processes and more effective resettle and rehabilitate services.

Designing-out crime

3.15 Well designed places can reduce the opportunity for crime and reduce the fear of crime, helping to create safer, more attractive environments. Consideration of crime reduction measures at all stages of the planning process has a demonstrable positive impact on levels of crime and anti-social behaviour. Such proactive measures can have a significant impact on public spending on community safety issues and should, therefore, form a key consideration in the design and layout of new development. The recognised standard for incorporating these principles into the planning process is 'Secured by Design'.

Neighbourhood Quality

3.16 The main sources of information used are:

- Wigan Community Plan monitoring system (Wigan Borough Partnership)
- State of the Borough Report (Wigan Council, December 2005)
- Perceptions of Crime Survey (Wigan Council, 2006)
- Citizens Panel (Wigan Council, 2006)

- Wigan Borough Health and Lifestyle Survey (2005-2006)
- ENCAMS Local Environmental Quality Survey for Wigan (April 2006 – March 2007)

Cleanliness

3.17 15% of the borough's neighbourhoods had unacceptable levels of litter and detritus in 2007-2008 (BVPI 199a). There was no difference between the borough average of 15% and the average score of the 32 most deprived areas (Super Output Areas). However, there is still variation between different neighbourhoods. For example, 39% of land and highways in Siddow Common in Leigh were deemed to have unacceptable levels of litter and detritus in 2007-2008, whilst Hag Fold West in Atherton had only 5%.

3.18 Between April 2006 and March 2007, ENCAMS carried out an independent audit of local environmental quality in Wigan looking at 32 indicators of environmental quality for different land uses. This audit covered various environmental aspects including litter, graffiti, condition of roads, street furniture and landscaping. It was part of a national programme. As such it allows us to compare our performance against other areas. It was subsequently adopted by the council's Neighbourhood Services as the main data collection tool for the environmental quality national indicator 195, that replaced 199.

3.19 Residential areas in Wigan scored 'unsatisfactory' or 'poor' for a range of components such as litter, detritus, street furniture and landscaping. The combined score of all land uses surveyed in Wigan was 'poor' for litter and detritus. However, almost all areas scored 'good' for fly-tipping, graffiti and fly-posting.

3.20 Compared with national benchmark data, Wigan was poor in several areas. Litter was an issue in almost all the different land use types and is a particular issue along watersides, minor highways and industrial / retail / warehouse sheds.

Perceptions and satisfaction

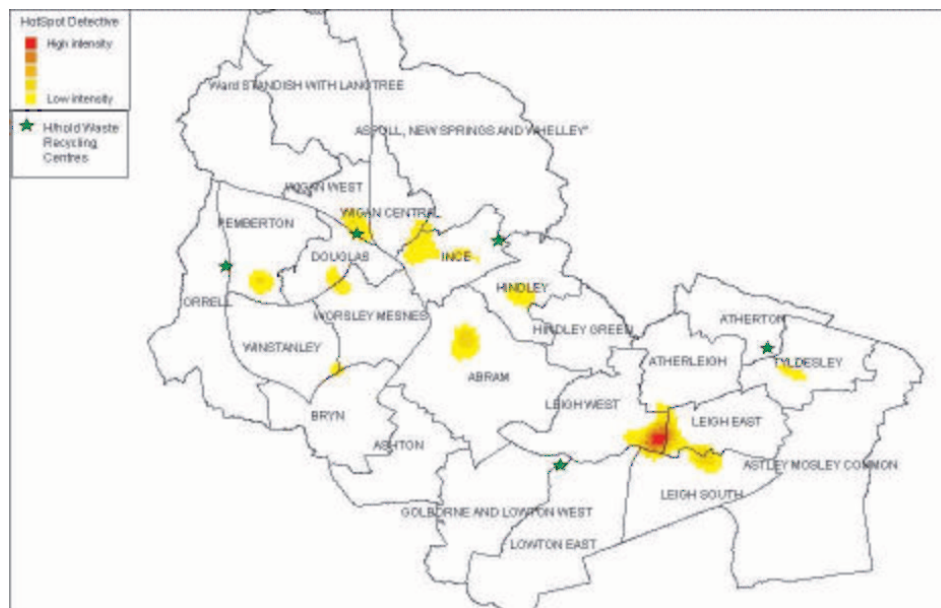
3.21 Although rubbish or litter lying around was one of the biggest perceived problems in a local Health and Lifestyle Survey (2005-2006), in a Citizens Panel Survey (2006) 57% of residents said they were satisfied with street cleanliness, which is an improvement on previous years.

3.22 In a perceptions of crime survey (2006), residents were asked what they thought were issues in their neighbourhoods. Overall, across the borough, only 13% regarded rubbish or litter lying around to be a fairly or very big problem. However, this figure was 49% in the most deprived areas. Other issues such as vandalism, abandoned vehicles and drugs were also viewed as much greater problems in deprived areas.

Fly-Tipping

3.23 According to Wigan Council telephone call data, over 70% of all fly-tipped waste has been domestic in the last year. 33% was black bin bags and 39% was other household waste. There is a strong relationship between high-density housing and fly-tipping. Fly-tipping in high density housing areas can result from insufficient storage space both inside the residence and with the bins that are provided. Black bin bags containing routine waste may be left in back alley-ways or next to bins (side waste), thrown over a nearby fence, or fly-tipped elsewhere.

3.24 Long term fly-tipping hotspots have been identified using all available data as illustrated in map 3.2. Leigh West, Abram, Ince, Leigh East and Leigh South Wards consistently had the highest fly-tipping calls between April 2005 and May 2007. During this time there were over 900 calls from Leigh West Ward alone.



Map 3.2 Fly tipping hotspots (Wigan Council, 2005-2007)

Noise pollution

3.25 39% of residents surveyed in 2006 said they were bothered by noise pollution, although this is a large decrease from previous years.

Greenness

3.26 Two-thirds of the borough is greenspace. However, we do not have much information about the greenness of neighbourhoods.

Street scene amenity

3.27 The visual appropriateness of a street setting can define the quality of a neighbourhood. The following factors contribute in how we interpret the quality of a street scene:

- The provision, quality, arrangement and maintenance of street surfaces, furniture and other landscaped features.
- The type and amount of street activity, such as, social interaction and movement.
- The visual appropriateness of adjacent buildings, their setting and interaction with the street scene.
- The number of cars parked in the street or causing traffic congestion.

3.28 Design, landscape and green infrastructure issues are covered in Topic Paper 9 on Built Environment and Landscapes.

Climate change considerations

3.29 How we prepare for climate change and reduce further greenhouse gas emissions is a major challenge. It requires changes to almost everything we do and so therefore must be considered from many different perspectives. The issues that are particularly important for community safety and neighbourhood quality are:

- Lighting needs to be provided in a sustainable way.
- There could be a possible loss of greenery from public spaces to deter crime. Removal of such greenery could minimise benefits that it offers the environment and human health.
- One way to tackle the emissions that cause climate change is to get more people to walk and cycle. If this is achieved, there will be more people on the streets, which has been reported to improve feelings of safety.
- Climate change may heighten feelings of unrest during the summer.

Key community and stakeholder involvement

3.30 There are a number of 'key stakeholders' who have played an important role in the development of our approach to community safety and neighbourhood quality. By identifying and involving these key stakeholders from an early stage, we have been able to establish a stronger evidence base and more sustainable policy options.

3.31 The following key stakeholders have been involved:

- Greater Manchester Police, Architectural Liaison Service
- Local Crime Reduction Advice Officers
- Community and voluntary groups (including townships forums and the Community Network)
- Wigan Borough Partnership, our local strategic partnership.

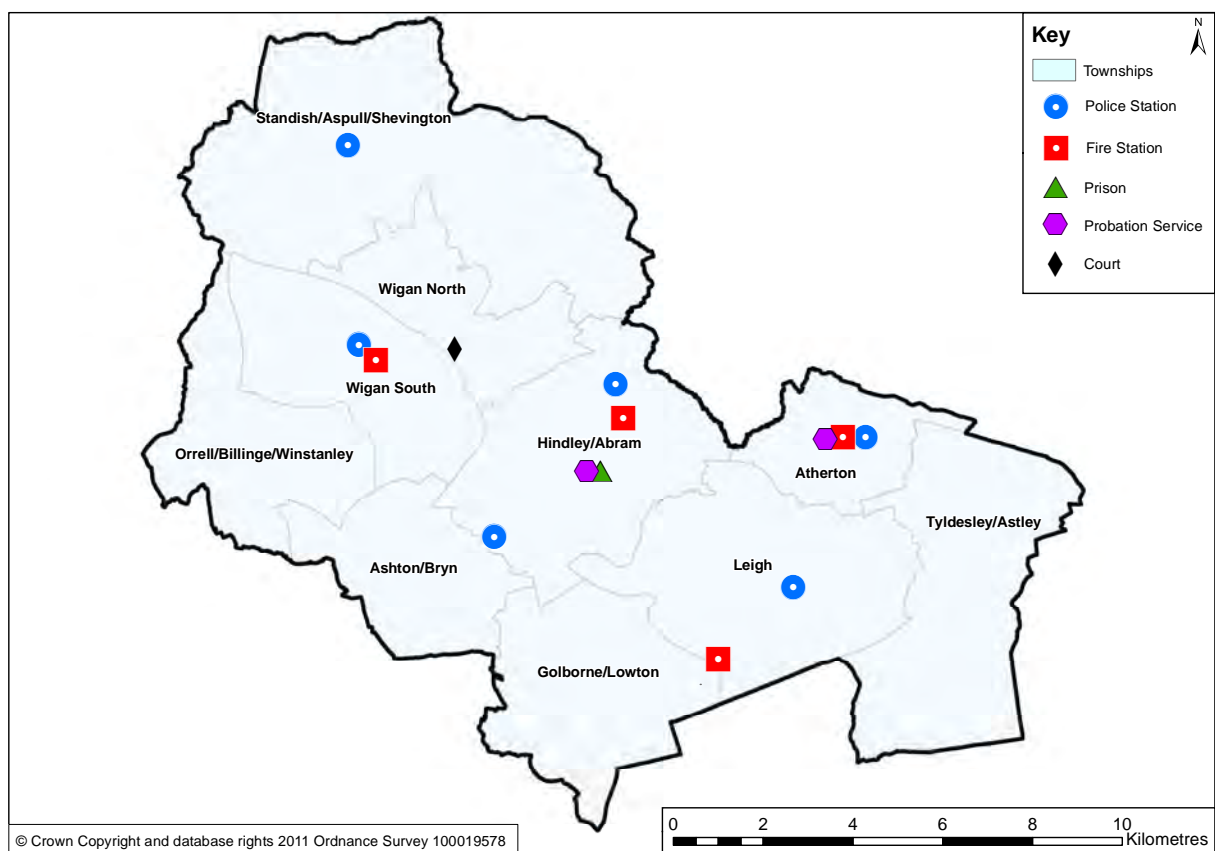
3.32 These key stakeholders have been involved at all stages of the Core Strategy's preparation including issues and options, preferred options, revised proposals and draft policies and proposed submission. However, no representations were submitted on community safety and neighbourhood quality issues at the proposed submission stage.

3.33 Further information is available in our Consultation Reports.

Infrastructure audit

Emergency services

3.34 Map 3.3 identifies the location of all police stations, fire stations, courts, prisons and probation services in the borough. An audit of each of these services is set out in more detail below.



Map 3.3 Emergency Services and Criminal Justice Location in Wigan Borough (Wigan Council, 2011)

Fire service

3.35 Greater Manchester Fire and Rescue Authority is responsible for the fire service in Wigan. It oversees four fire stations within the borough, at Hindley, Leigh, Atherton and Wigan. There is a requirement in the future to improve the facilities and capacity of the borough command in Wigan when funding resources allow.

3.36 All fire stations are well placed, meet response times and key performance indicators for priority areas, which generally are the most deprived areas. A continuing priority for the fire service is to promote prevention measures such as smoke alarms, which it has been doing successfully.

Police

3.37 Greater Manchester Police delivers policing in the borough. The Greater Manchester Police Authority owns and manages the police estate. The police initiated an Estate Strategy in 1998 that has been implemented and will conclude with the opening of new Force Headquarters in Manchester in 2011.

3.38 At present there are 3 police stations, at Wigan (Divisional Headquarters), Leigh and Standish. There are also 2 deployment stations at Atherton and Bamfurlong between Platt Bridge and Ashton. These are supported by local area help points (Police Posts) at Golborne, Aspull, Ashton and Hindley. These offer the community a staffed police point at set times of the week that they can access easily. There is also a Family Support Unit in Abram.

3.39 However, while, following a recent review, all buildings will remain operational, only Wigan (Divisional Headquarters) and Leigh police stations will be open to the public with an enquiry counter, from January 2012. The enquiry counters at Standish, Atherton and Bamfurlong and the Police Posts at Golborne, Aspull, Ashton and Hindley will close and be replaced by public phone boxes.

Ambulance service

3.40 The ambulance service is included in Topic Paper 1 'Health and Recreation'.

Criminal justice system

Court establishments

3.41 All magistrate and county court facilities have recently been centralised into one establishment at Darlington Street, Wigan serving the whole of the borough.

Prisons and probation services

3.42 Hindley Prison is the only prison facility in the borough. In April 2009 Hindley became a dedicated centre for offenders under the age of 18. It is now the largest under 18 establishment in the country. There are no specific plans or sites identified for new prison development at present. The Greater Manchester Probation Service for the borough is based in Atherton. There is also a base linked with the prison.

Neighbourhood teams

3.43 There are five neighbourhood teams arranged on a twin township basis throughout the borough. These are listed in Table 3.2 below. These teams deal with front-line issues including anti-social behaviour, environmental crime and minor highways issues. The teams are also responsible for carrying out local environmental quality surveys, which feed into performance management frameworks. The neighbourhood teams work closely with Greater Manchester Police, who also work to the twin township model. Co-located local facilities and joint working is a key feature of this approach.

| Twin Township | Location of neighbourhood team |
|---|--------------------------------|
| Orrell, Billinge and Winstanley / Wigan South | Marsh Green Library |
| Wigan North / Standish, Aspull and Shevington | Civic Buildings, Wigan |
| Hindley and Abram / Bryn and Ashton | Platt Bridge Housing Office |
| Leigh / Golborne and Lowton | Kennedy House, Leigh |
| Atherton / Tyldesley and Astley | Ena Mill, Atherton |

Table 3.2 Twin townships and neighbourhood teams in Wigan, 2010

FOUR

Key messages

4.1 A number of key messages have been drawn from the evidence identified in Sections 2 and 3. The table below identifies these and the most relevant source documents. These key messages have all been addressed in the Core Strategy, particularly by policies CP10 and CP18.

| Message | Relevant evidence |
|--|--|
| Crime is consistently the lowest in the Greater Manchester sub-region, but is a local priority. Despite this, fear of crime remains a significant issue. | <ul style="list-style-type: none"> Greater Manchester Policing Plan 2010-2011 Local intelligence and national statistics |
| Services should have a greater neighbourhood presence and focus, be more responsive and empower communities. | <ul style="list-style-type: none"> Strong and Prosperous Communities, White Paper, 2008 Building Communities, Beating Crime, White Paper, 2004 National Community Safety Plan 2009-10 Wigan Corporate Plan 2008-2011 Greater Manchester Policing Plan 2010-2011 Decentralisation and Localism Bill, 2010 |
| Cleanliness, environmental quality and safety are key issues for people in their neighbourhoods. | <ul style="list-style-type: none"> Living Places, Cleaner, Safer, Greener, 2006 Vision 2026: Sustainable Communities Strategy, 2008 Taking SHAPE for the future 2006-2012 Whats Your Issue? Consultation, 2008 Wigan Anti-Social Behaviour Policy |
| Designing out crime and designing in community safety | <ul style="list-style-type: none"> Safer Places: The Planning System and Crime Prevention, 2004 |

| Message | Relevant evidence |
|---|--|
| should be central to the planning and delivery of new development | <ul style="list-style-type: none"><li data-bbox="722 439 1460 517">• Securing the Nation: The Case for Safer Homes, 2006<li data-bbox="722 533 1460 568">• Greater Manchester Policing Plan 2010-2011 |

FIVE

Main spatial planning issues identified

5.1 Set out below are the issues relating to community safety and neighbourhood quality which have been identified during preparation of the Core Strategy. Section 5 of the Draft Core Strategy lists the headline issues for the borough.

Issue CSNQ 1

The borough has consistently the lowest rate of crime in Greater Manchester. Despite this, both the perception and experience of crime and anti-social behaviour are too high, particularly in our most deprived neighbourhoods, notably parts of Wigan, Ince, Leigh, Atherton and Platt Bridge and also in our town centres, primarily Wigan, Leigh and Ashton town centres.

Issue CSNQ 2

Cleanliness, environmental quality and feeling safe are key issues for people in their neighbourhoods. Unacceptable levels of litter and fly-tipping is a particular problem in parts of the borough.

SIX

Main infrastructure issues identified

6.1 The infrastructure audit in section 3 identifies the current position in the borough. A key issue is identified below:

Issue CSNQ 3

There is a requirement in the future to improve facilities and capacity of the borough command at the Wigan fire station when funding resources allow.

SEVEN

Main sustainability issues identified

7.1 We have identified key issues for the sustainability appraisal to ensure that it is appropriately focused on what is most important and relevant for Wigan Borough. These helped to inform the sustainability appraisal framework and also contributed to the development of our Core Strategy.

7.2 Our sustainability issues cross-over with our spatial planning issues set out in section 5. Issues CSNQ 1 and CSNQ 2 are particularly relevant from a sustainability perspective.

EIGHT

Our sustainability framework

Sustainability objectives and criteria

8.1 The following sustainability objectives, appraisal criteria and monitoring indicators have been established as part of the framework for assessing the Core Strategy. The objectives have been developed to reflect:

- Government guidance on sustainability appraisal such as 'Sustainability Appraisal of Regional Spatial Strategies and Development Plan Documents (2005)' and recognised frameworks such as the Integrated Appraisal Toolkit (North West Regional Assembly and other agencies).
- The key sustainability issues identified in this topic paper.
- Policy context and legal requirements.
- Feedback and suggestions from consultation on the Sustainability Appraisal Scoping Report (which contained a draft set of objectives and criteria).

8.2 The Sustainability Appraisal is underpinned by 19 headline objectives. Objectives 7 and 8 specifically relate to community safety and neighbourhood quality.

| Sustainability objective | Appraisal criteria / sub questions |
|--|--|
| Objective 7. To reduce crime, disorder, drug use and the fear of crime and anti-social behaviour. Particularly in our priority neighbourhoods and other 'hot spots'. | How will it affect opportunities for and thus levels of crime, disorder, drug use and anti-social behaviour? Especially amongst vulnerable groups. |
| | How will it affect fear of crime, and perception of anti-social behaviour? Especially amongst vulnerable groups. |

| Sustainability objective | Appraisal criteria / sub questions |
|--------------------------|---|
| | How will it affect the crime 'gap' between our priority neighbourhoods and the rest of the borough? |

| Sustainability objective | Appraisal criteria / sub questions |
|---|--|
| Objective 8. To protect and improve the environmental quality of neighbourhoods, particularly those with high levels of multiple deprivation. | Will it improve the quality and 'greenness' of neighbourhoods (tree cover, grass verges, hedges, etc...) |
| | How will it affect street scene amenity? |
| | Will it reduce the potential for noise pollution and other environmental health concerns? |
| | Will it improve the cleanliness of neighbourhoods and public spaces? |

Baseline position

8.3 Baseline data is contained within section 3.

NINE

An assessment of legality and soundness

9.1 This topic paper provides a summary of the evidence required for our Core Strategy and Sustainability Appraisal. This topic paper serves the community safety and neighbourhood quality content of policies CP10 'Design' particularly clause 8 and CP18 'Environmental protection' specifically clause 7. The purpose of this section is to show that we have produced our Core Strategy in line with legal requirements and these policies are 'sound' from the perspective of community safety and neighbourhood quality content. Otherwise policy CP10 is covered by Topic Paper 9 and policy CP18 is covered by Topic Paper 13.

9.2 Some of the legal requirements are procedural and concern the Core Strategy as a whole rather than individual policies; these are covered in the Self Assessment of Soundness and Legal Compliance document that accompanies the Core Strategy. The 4 legal requirements that are specific to the contents of the Core Strategy policies are:

1. Community and stakeholder involvement
2. Subject to sustainability appraisal
3. Regard to the sustainable community strategy
4. Conforms generally to the Regional Spatial Strategy

9.3 A further requirement is to have "regard to national policy" but this is also covered under a similar 'test of soundness'.

9.4 To be sound the Core Strategy must be **justified, effective** and **consistent with national policy**. Compliance with these tests of soundness is assessed against the following 6 'soundness' sub-headings:

1. Founded on a robust and credible evidence base; and
2. The most appropriate strategy when considered against the reasonable alternatives
3. Deliverable, including:
 - Identifying what physical, social and green infrastructure is needed to enable the amount, type and distribution of development proposed for the borough;
 - Ensuring that there are no regulatory or national policy barriers to delivery;

- Ensuring that partners who are essential to delivery are signed up to it;
- Being coherent with the core strategies prepared by our neighbouring councils.

4. Flexible
5. Able to be monitored
6. Consistent with national policy

9.5 The remainder of this section sets out the case for the community safety and neighbourhood quality content of policies CP10 and CP18 against these 4 legal requirements and the tests of soundness.

Policies CP10 Design and CP18 Environmental protection

Community and stakeholder involvement

9.6 The community and key stakeholders including local community groups, Greater Manchester Police and the Community Safety Partnership have all been involved at each stage of the Core Strategy's preparation. Their views and comments have been considered and have helped to shape the content and direction of our policies, notably CP10 and CP18. The community safety and neighbourhood quality content of these policies therefore comply fully with the Statement of Community Involvement in respect of who has been involved or consulted, and how and when consultation has taken place. Details of this involvement are set out in section 3 of this topic papers and within our Consultation Reports.

Subject to sustainability appraisal

9.7 Policies CP10 and CP18 have been shaped by the outcomes of a robust sustainability appraisal that satisfies the requirements of the Strategic Environmental Assessment Directive. The appraisal process was founded on the collection of thorough baseline information about crime trends and perception surveys and cleanliness indicators and key stakeholders were involved. The process informed the original choice of policies and subsequently tested them against sustainability principles and objectives. They were then further adapted to address sustainability issues and, as a result, are the most

sustainable policies for Wigan Borough that we could reasonably include in the Core Strategy. The full details of the appraisal can be found in the Sustainability Appraisal Report (August 2011).

General conformity with the Regional Spatial Strategy

9.8 Policy CP10 is in general conformity with the Regional Spatial Strategy, specifically:

- It promotes tackling crime and anti-social behaviour through design in accordance with policy DP2.
- It promotes environmental quality in accordance with policy DP7.

9.9 Policy CP18 is in general conformity with the Regional Spatial Strategy, specifically:

- It promotes environmental quality in accordance with policy DP7.

Regard to the Sustainable Community Strategy

9.10 Our sustainable community strategy 'Vision 2026' was produced in 2008 in line with the Core Strategy time frame. It identifies four priority areas. The community safety and neighbourhood quality content of policies CP10 and CP18 are in line with three of them:

- **Ambitious communities** - CP10 by promoting safe neighbourhoods; CP18 by promoting higher quality environments within our neighbourhoods.
- **Living Healthier and Longer** - CP18 by ensuring protection and seeking enhancement of our environmental assets.
- **Strong Community** - CP10 by seeking to retain and enhance community identities and improve the appearance and connections between our neighbourhoods.

Founded on robust and credible evidence

9.11 The community safety and neighbourhood quality content of policies CP10 and CP18 are founded on robust and credible evidence as shown in sections 2, 3 and 4 of this topic paper. This is backed up further by the separate 'community safety and neighbourhood quality' evidence review document. The key sources of evidence that

support the community safety and neighbourhood quality content of policies CP10 and CP18 are, Safe Places: The Planning System and Crime Prevention, Place Matters, Greater Manchester Policing Plan and Wigan 2026 Community Strategy.

The most appropriate strategy when considered against the alternatives

9.12 If community safety issues are not considered at the outset of development projects, it could lead to greater opportunities for crime and anti-social behaviour. Reactive measures are typically more expensive and difficult to implement so our proactive approach is more desirable.

9.13 In respect of the amenity considerations in policy CP18, there is no reasonable alternative to our approach. Doing nothing to manage amenity concerns would be contrary to national policy and would have an adverse impact on health and well-being. Conversely, it would be unreasonable to expect new development to have no impact at all on amenity due to its subjective nature.

Deliverable

9.14 The key messages identified in section 4 of this document indicate what needs to be addressed in the borough with regards to community safety and neighbourhood quality. To address these messages and deliver change and improvement in the borough, policies CP10 and CP18 have indicated a set of key delivery items. These are set out in tables beneath each policy and include the development of a Design Guide Supplement Planning Document and safeguarding amenity and quality of life through the development management process.

9.15 In addition to Wigan Council, a number of organisations including Wigan Borough Partnership and community groups will play a crucial role in the delivery of this policy. The support of these organisations is demonstrated in the Consultation Reports that accompany the Core Strategy.

9.16 Neighbouring authorities have been involved at all stages of the policy's preparation. No representations have been received from neighbouring authorities relating to policy CP10 and CP18 indicating that the policies are coherent with their Core Strategies.

9.17 There are no regulatory or national policy barriers to the delivery of the policy content.

Flexible

9.18 Policy CP10 is flexible as it does not specify strict standards to be achieved for design and sustainability. Therefore, if standards and expectations change, the policy will still be relevant as the general principles support good performance.

9.19 Policy CP18 is flexible in terms of the amenity clause because it requires a judgement on 'acceptable' impacts. This means that schemes that may be unacceptable in one context may be acceptable in another.

Able to be monitored

9.20 The means for monitoring our policies are set out in chapter 10 in the Draft Core Strategy: Proposed Submission version, specifically for CP10, the percentage of built developments performing well against policy requirements.

Consistent with national policy

9.21 As illustrated in section 2, we have considered the relevant aspects of national policy to help shape our Core Policies, particularly:

- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Guidance 24: Planning and Noise.

TEN

Next steps

10.1 This is the final version of the topic paper summarising and analysing evidence on community safety and neighbourhood quality that we have gathered to inform our Core Strategy: Submission Version and the accompanying Sustainability Appraisal.

10.2 Previous versions of each topic paper and evidence reviews are available from the 'Issues and Options', 'Preferred Options' and 'Draft Core Strategy - Proposed Submission version' webpages for the Core Strategy, on our website at www.wigan.gov.uk/ldfcorestrategy. This is to provide a record of what evidence was available at each stage of Core Strategy preparation.

10.3 We may update this topic paper to inform a future development plan document or a review of the Core Strategy.

LDF

WIGAN LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY

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