



LDF



WIGAN LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY



Community development and involvement Final Topic Paper 3

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 3 on 'community development and involvement'. 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 the following policy:

- CP3 'Community facilities'

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 development' are:

- Accessibility
- Community safety and neighbourhood quality
- Education and learning
- Health and recreation
- Retail and Centres
- Housing

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 an Allocations and Development Management Plan, 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 development are the Indices of Deprivation, the Decentralisation and Localism Bill, Planning Policy Statement 1, 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 The extent and depth of multiple deprivation across the borough, particularly in inner areas is the biggest challenge facing the borough and this Core Strategy. Different aspects of multiple deprivation, including health, education and work deprivation are dealt with in those respective topic papers but this topic paper covers the index as a whole. It is that which shapes the spatial strategy for the borough in policy SP1 and hence why this topic paper covers policy.

1.9 The Core Strategy will be used to help safeguard and improve the quality of community facilities, and a key focus is on tackling the inequalities that exist in deprived neighbourhoods.

1.10 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

1.11 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.

1.12 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.

1.13 This topic paper contains the information we have used to help us establish the issues for our retail and centres policy. 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.

Viewing documents

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*

** Until January 2012, after which 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 crucial in providing support for policy CP3 and contributing to policies SP1, SP3 and SP4 from a community development perspective 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:

- Ensure that the impact of development on the social fabric of communities is considered and taken into account.
- Seek to reduce social inequalities.
- Address accessibility, both in terms of location and physical access, for all members of the community to jobs, health, housing, education, shops, leisure and community facilities.
- Take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income.
- Deliver safe, healthy and attractive places to live.
- Support the promotion of health and well being by making provision for physical activity.

2.2 Other national plans and strategies which provide support for policy CP3 and contributing to policies SP1, SP3 and SP4 from a community development perspective are:

- Our Nations Civic Health Report (March 2010) - outlines the national picture in terms of civic activities and strength. Messages can be broadly applied locally. Most third sector organisations have concerns about having an adequate number of volunteers to help them achieve their objectives. Compared to the national average, Wigan performs less well in terms of people from different backgrounds getting on well together.
- Building a Stronger Civil Society (2010) - sets out the government's strategy for civic development and support for the third sector. Planning policy needs to be influenced by the principles of the 'Big Society'. The Voluntary and community sector sits at the heart of the governments ambitions to create a 'Big Society'. Reforms in the planning system will allow neighbourhoods to be involved in the future of their area. Communities will have the right to buy and bid to run community assets.
- Place Matters (2007) - 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; finding the right level for effective leadership and co-operation is essential to the prosperity of local communities; if places do not adapt successfully, the risks of decline, underperformance and increasing deprivation intensify; supporting initiatives to improve the quality of place through well designed and managed neighbourhoods and public spaces and action to tackle deprivation; challenge myths which can undermine cohesion; and providing an enhanced focus on place also means improving the citizen voice, giving local residents more say over what happens where they live.
- Firm Foundations: The Government's Framework for Community Capacity Building (2004) - identifies six underlying principles and puts forward priority areas for Government action to bring about change including ensuring that support is accessible

at neighbourhood, parish or community level; this may mean buildings. The spatial layout of neighbourhoods and public spaces can help or hinder community capacity building.

- The Influence of Neighbourhood Deprivation on People's Attachment to Places (Joseph Rowntree Foundation, 2008) - the study considers factors that cause people to become attached to deprived neighbourhoods in England. Attachment to place can be important in deprived areas, it may encourage a more settled population, which can promote community ties and social networks and it may encourage people to engage positively in the area.

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 development and involvement are:

Policy DP2 Creating 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 and Need - Priority should be given to linking areas of economic opportunity with areas in greatest need.

2.3 Another regional plan which provides support for policy CP3 and contributes to policies SP1, SP3 and SP4 from a community development perspective is:

- Sustainable Communities in the North West (UK Government, 2003) - highlights actions to address housing, planning and neighbourhood renewal issues including development and identification of specific areas for regeneration.

Local plans, policies and strategies

Published by Wigan Council unless stated otherwise.

Wigan Replacement Unitary Development Plan, 2006

The local planning policy for community facilities is contained in Chapter 12 'Community facilities, sport and recreation policies' of the Unitary Development Plan. Policy C1A 'Community facilities' is permissive provided that they are accessible and compatible with surrounding uses. It is proposed to replace this policy with policy CP3 as set out in Appendix A of the Draft Core Strategy (Proposed Submission version).

2.4 Other relevant local plans, policies and strategies:

- Vision 2026 Community Strategy (2008) - Sets out the broad strategy for the borough with four priorities: ambitious communities (including our communities will look to the future and protect our environment for future generations), living healthier and longer, raising aspirations (including a community with a strong sense of what it is capable of achieving and where there are opportunities to get involved, particularly for young people, in shaping the future) and strong community (including the people of the borough have raised aspirations for what they as individuals can achieve, particularly young people and people from disadvantaged communities).
- Wigan Council Corporate Plan 2008-2011 - 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: help people reach their full potential, enable stronger community leadership and 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.
- Embracing Change: A report of Wigan Borough Partnership Community Cohesion Committee (2007) - in depth analysis of the state of cohesion in Wigan found that the borough is clearly undergoing significant and rapid demographic change.

Persistent and unacceptable inequality goes to the heart of integration and cohesion. A lack of aspiration continues to be cited as a most significant issue needing resolution in most, if not all, our strategic plans.

- Improving our understanding of neighbourhoods and inequalities (Wigan Council Committee Report, 27th September 2007) - outlines some of the issues facing the borough, particularly in the most deprived neighbourhoods. It will help us understand how we can provide the best infrastructure and environment to help narrow the inequality “gaps” that exist in the borough. The gap between the most and least deprived parts of the Borough is wide, multi-dimensional, persistent and transmitted from generation to generation and in some aspects seems to be worsening. Need to focus on reducing these inequalities.
-

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 development and involvement, 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.

3.2 The main sources of information used are:

- Census 2001 (Office of National Statistics)
- Mid-year population estimates (Office of National Statistics)
- Greater Manchester Forecasting Model: Summary of the 2008 Forecasts (AGMA, 2008)
- Perceptions of Crime Survey (2006)
- Estimates of Ecological Footprints (Stockholm Environmental Institute, 2005)
- Carbon dioxide emissions data (DECC, 2010)
- W.I.S.D.O.M.
- Wigan Citizens Panel
- Wigan Borough Health and Lifestyle Survey (2005-2006)
- Wigan Migrant Workers Report (Jan, 2007)
- Draft Community Buildings Strategy (Wigan Council, 2006)
- Wigan Area Assessment (Audit Commission, 2009)
- Wigan Place Survey 2009
- Mapping Poverty in Wigan Borough Report 5 (Indices of Deprivation, 2007)

Background

3.3 Wigan Borough is at the heart of the north west of England, mid-way between Liverpool and Manchester. It is the ninth largest metropolitan borough in the country covering 19,895 hectares. It has an average population density of 16 persons per hectare.

3.4 Historically, the borough was at the centre of the Lancashire coalfield with over 1,000 pit shafts in the late 1800's. It also played an important role in the textiles industry. Although the borough's mills no longer produce cotton and the last coal pit at Bickershaw closed in 1992, this industrial legacy has shaped the town's landscapes, communities, economy and infrastructure.

3.5 Over the past 30 years a lot of progress has been made in regenerating the physical environment, the economy and the communities of the borough, with many such initiatives coming from those communities.

Demographics

3.6 Wigan has a resident population of around 307,700 (Greater Manchester Forecasting Model, 2010). There are roughly the same number of males and females. However, in common with the national position, the population profile of Wigan is ageing. In fact, by 2015 it is estimated that there will be 5,300 more women and 6,000 more men over 65 than in 2008.

3.7 There has historically been little ethnic diversity in the borough. According to the 2001 Census, over 98% of residents were from white ethnic groups. However, this demographic is changing with more diverse communities, particularly from Eastern Europe, moving to parts of the Borough, notably Leigh.

3.8 The borough is steadily becoming more cosmopolitan. People are coming to live and work in Wigan from all over the world, and not just asylum seekers or refugees. Leaving aside Eastern European countries, in 2005-06 National Insurance numbers were issued in Wigan to more than 10 people from the following countries: India (from which over 90 registrations were recorded), Pakistan, Australia, France, South Africa, Germany, China, Italy, Portugal, Spain, USA, Ireland and the Philippines (Health and Migration in the North West Overview, November 2008).

3.9 The Mid Year Population estimates in 2008 suggest that the the black and minority ethnic population in the borough is now over 4%, which is still low compared to 10% in the North West and nearly 16% in England. Nevertheless, it has risen considerably, highlighting the need for further analysis to provide a clearer picture of people from those groups.

3.10 In the longer term, climate change might lead to an increase in environmental migrants entering the UK.

Population forecasts

3.11 The population of 307,700 live in around 134,000 households. These figures are forecast to increase to over 322,000 people in 151,000 households by 2026. The reasons for this primarily are that people are living longer, birth rates have been increasing recently and average household size continues to decline. It will also involve people moving into the borough from other areas, including elsewhere within the region. Changing demographics will have an impact on the delivery of services in the borough.

Deprivation

3.12 In the Indices of Deprivation 2007, Wigan was ranked at 67 out of all local authorities in England. 1 is the most deprived and 354 the least deprived district. In overall terms there was an improvement between 2004 and 2007. However, the borough continues to be one of the 15% most deprived districts in England in 3 out of the 6 national deprivation scales. In 2 of the other 3 scales it is one of the 20% most deprived districts.

3.13 The employment deprivation scale continues to be particularly high, being one of the 3% most deprived in England.

3.14 At below district level, figure 3.1 and table 3.1 show the 2007 Index of Multiple Deprivation for Super Output Areas in the borough. These are small areas of approximately 1,500 population. There are 200 Super Output Areas in Wigan.

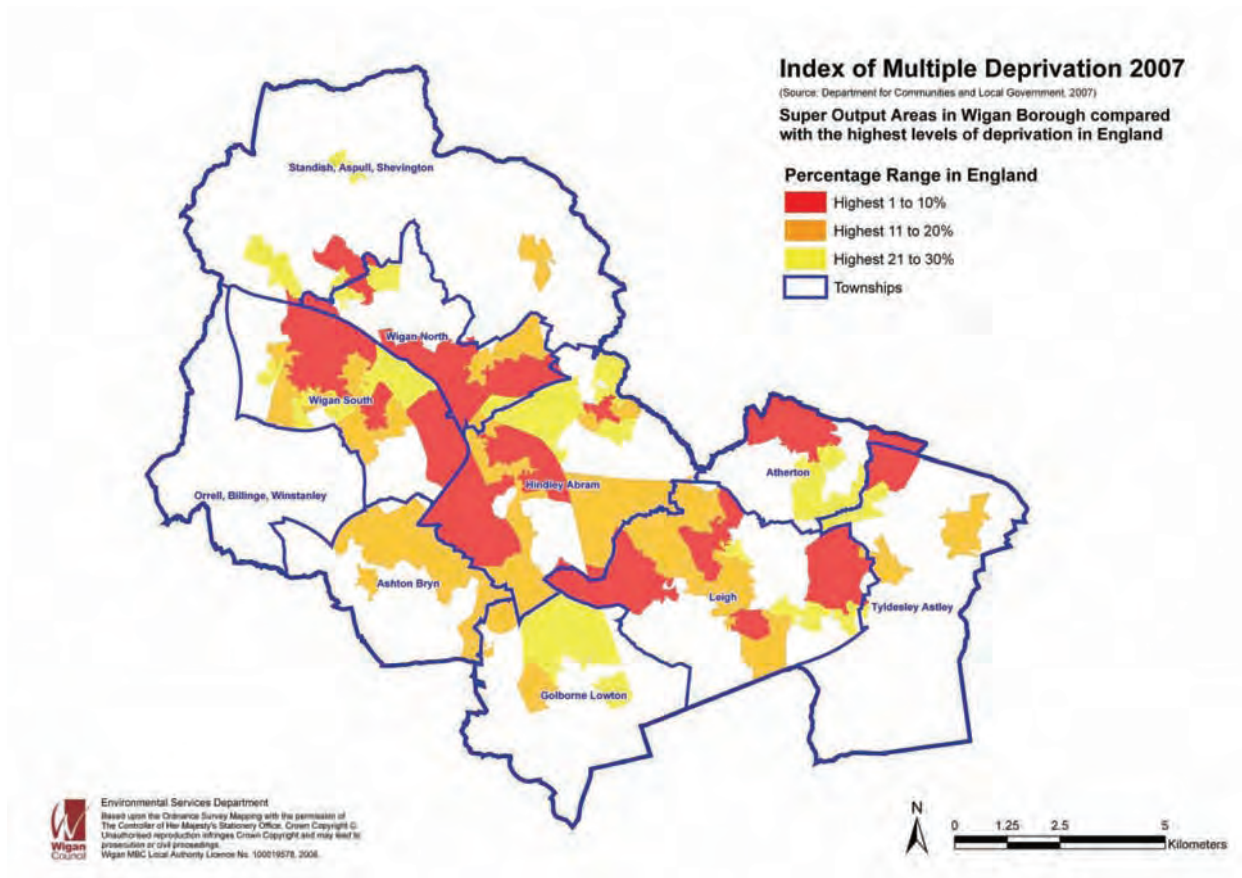


Figure 3.1 Index of Multiple Deprivation 2007

3.15 There are high levels, a wide extent and significant concentrations of deprivation in some parts of the borough. The high levels of multiple deprivation are concentrated in the inner area of the borough, east-west from Leigh to Wigan. The most deprived townships are Wigan North, Wigan South, Hindley and Abram, Atherton and Leigh. However there are pockets of high levels of deprivation in other parts of the borough too.

Percentage range in England	Number of super output areas in Wigan	Percentage of super output areas in Wigan	Change between 2004 and 2007
1 - 10 %	29	14.5	-3
11 - 20 %	35	17.5	-6
21 - 30 %	21	10.5	-7

Percentage range in England	Number of super output areas in Wigan	Percentage of super output areas in Wigan	Change between 2004 and 2007
31 - 40 %	25	12.5	2
41 - 50 %	19	9.5	1
51 - 60 %	21	10.5	0
61 - 70 %	20	10.0	-2
71 - 80 %	21	10.5	8
81 - 90 %	9	4.5	7
91 - 100 %	0	0	0

Table 3.1 Range and depth of deprivation in Wigan Borough 2007, and change from 2004

3.16 There was significant improvement between 2004 and 2007, with 85% of Super Output Areas improving on their relative ranking in England; some by up to 20%. But there are still higher than average levels in the most deprived ranges, with 14.5% in the 10% most deprived in England; 42.5% in the 30% most deprived; and none in the 10% least deprived.

3.17 The improvement has not been consistent across the borough and there is no clear spatial pattern to the areas that have not improved. But it is significant that of the 15% of Super Output Areas that have not improved, half are in the 10% most deprived, suggesting that the gap between the most deprived and least deprived areas has widened.

3.18 These levels of deprivation mean that there are significant inequalities in the borough. People living in our most deprived neighbourhoods are much more likely to suffer from poor health, worklessness, a lack of skills, low income and crime. Some of these problems were also getting worse, or improving at a slower rate than in other parts of the borough, at a time when the overall economy was relatively healthy. As such, these inequalities are likely to persist or become more pronounced.

3.19 Significant levels of deprivation occur in the individual measures that are combined to create the index of multiple deprivation, giving a more detailed insight into the background to inequalities:

- **Income deprivation** - The borough is known to be a relatively low income area but it should be noted that the deprivation indicators relate to people on benefit. It is therefore a proxy for income deprivation as it does not directly measure low income. 36% of the borough is in the 30% most deprived in England. There was improvement generally in 74% of the borough but 55% of areas in the 10% most deprived have not improved, meaning that the gap has widened.
- **Employment deprivation** - There are very high levels of employment deprivation in spite of a relatively low unemployment rate in recent years. 25% of the borough is in the 10% most deprived in England and 60% in the 30% most deprived. Large numbers are unable to work and approximately 70% of these are on Incapacity Benefit, which is a clear link with health and disability deprivation. There has been improvement but comparatively, this has been less than in other measures, suggesting that worklessness is one of the key issues for the borough. Significantly there has been no improvement in 74% of the 10% most deprived areas meaning that the gap has widened.
- **Health and disability deprivation** - While there has been considerable improvement in more than 90% of the borough there are still very high levels with 26% in the highest 10% in England and 62% in the highest 30%. There is still no part of the borough in the least deprived 40%; therefore approximately 40% (nearly 20m) people in England are less affected by health deprivation than the least deprived in Wigan. Crucially 65% of areas in the highest 10% have not improved meaning that the gap has widened.
- **Education, training and skills deprivation** - In spite of good educational attainment compared with deprivation levels, there are still high levels with 16% in the 10% most deprived in England and 44.5% of the borough in the 30% most deprived.

- **Crime** – The level of crime was average with 29.5% of the borough in the 30% most deprived in England. It had improved significantly in the highest areas of deprivation. The spatial characteristics are unlike other deprivation indicators in that the highest levels were in the east, particularly in Leigh, rather than the west of the borough and there is a link with the main town centres.
- **Income deprivation affecting children** - There has been improvement across the borough and there were average levels, with 7.5% in the 10% most deprived in England and 28.5% in the 30% most deprived. However there are some very high levels in the areas in the 10% most deprived, with between 50% and 60% of children living in households affected by poverty, and half of these have not improved.
- **Income deprivation affecting older people** - The changes between 2004 and 2007 were mixed with half improving and half deteriorating. There were average levels with 9.5% in the 10% most deprived in England but high levels in the next ranges with 41% in the 30% most deprived. In the areas in the 10% most deprived, between 40% and 50% of older people are living in households affected by poverty and 75% of these have not improved, suggesting that the gap has widened.

3.20 The individual measures are covered further in the respective topics papers covering health, community safety, education and employment.

3.21 The Indices of Deprivation 2010, which are an update of the Indices of Deprivation 2007, have recently been published by Government. An initial assessment suggests that in overall terms there has been some improvement but the borough still remains within the 20% most deprived in England. The geographical pattern remains largely the same although there is some evidence that the improvement has not occurred in the most deprived areas, suggesting that the gap has again widened. In some measures, particularly income and employment, there has been no improvement. In some other measures, particularly health and crime, there are some doubts about the data and we are therefore not relying on this until further investigation has taken place.

Social cohesion

3.22 Citizens Panel results from June 2008 give a broad insight into social cohesion in the borough:

- Only 42% of respondents agreed that people from different backgrounds get on well together in their local neighbourhood. There are geographical variations with some areas such as Abram, Hindley Green, Pemberton and Ince having fewer people who agree.
- People generally feel that they belong to their neighbourhoods, with 64% of respondents saying they feel they belong either fairly or very strongly to their immediate neighbourhoods. Older people tend to be more positive on this issue.
- 47% of respondents thought that they didn't have an influence over decisions affecting their area. Younger people in particular think this, with 64% of people aged 18-24 disagreeing that they have an influence.
- There is a clear voluntary sector in our communities, with 29% of respondents saying they had given unpaid help in the last 12 months.

Wigan's 'ecological footprint'

3.23 The adoption of more sustainable, low-carbon lifestyles needs to become an important aspect of community development. Many of the issues we face such as climate change are often viewed as global in nature. However a real difference can be made by acting locally at community level.

3.24 The 'ecological footprint' is a tool for determining how environmentally sustainable our lifestyles are. It measures how much of the earth's resources are needed to support a particular way of life for individuals, cities or nations.

3.25 It has been estimated (Stockholm Environment Institute 2008) that the world can support its current population at 1.8 global hectares per person. However, in many places we are using far more than this 'natural allowance' and populations are rising too. On average across the globe we use 2.2 global hectares per person, which means the earth cannot replenish resources faster than they are being depleted, and cannot cope with the wastes being produced.

3.26 The average footprint for England has been estimated to be 5.3 global hectares per person, which means we would need almost three 'earths' to support our way of life if everyone on the planet lived like us. In fact, the UK has one of the highest ecological footprints in the world, lower than the USA and Australia but considerably higher than some other developed nations with a high quality of life, such as Italy and Japan.

3.27 The Stockholm Institute has also produced estimates of the ecological footprint for districts in England to help them work towards creating genuinely sustainable communities. Using data gathered in 2004, Wigan Borough's 'footprint' has been estimated at 5.10 global hectares per person, which is marginally less than the national average of 5.30.. The largest impacts are from food (26%), suggesting that sourcing food locally, managing diet, and managing waste could have a significant impact on our footprint. Housing (25%) and transport (17%) also contribute significantly to our footprint.

Indicator	Wigan Baseline	Wigan trends	Targets	Comparisons	Issues / comments
Ecological footprint of the borough	5.10 global hectares per person (2004 data)	2004 data estimated Wigan's footprint to be 5.35 global hectares per person. Methodologies have changed so data not directly comparable.	Global average is 2.2 but this is still unsustainable	Bangladesh - 0.5 UK - 5.3 United Arab Emirates - 11.9	Wigan's ecological footprint far exceeds the sustainable global allowance of 1.88 hectares per person (Based on current population). Global population is rising which

Indicator	Wigan Baseline	Wigan trends	Targets	Comparisons	Issues / comments
					adds further pressure.

Table 3.2 Wigan's ecological footprint

3.28 Wigan residents were responsible for the emission of about 6.2 tonnes of carbon dioxide per person in 2008. The average for the North West was 8.3 tonnes.

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 must therefore be considered from many different perspectives. We have identified the following issues as particularly important from a 'community development' perspective:

- In the longer term, climate change in developing nations might lead to an increase in environmental migrants entering the UK.
- Action on climate change at a community level can have a significant and positive cumulative impact.
- Community groups can access funds to help tackle climate change through local initiatives.

Key community and stakeholder involvement

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

3.31 The following key stakeholders have been involved:

- Community and voluntary groups (including township forums and the Community Network)
- Wigan Borough Partnership, our local strategic partnership
- Wigan and Leigh Council for Voluntary Services
- Groundwork Lancashire West and Wigan
- The residents of the borough.

3.32 These key stakeholders have been involved at all stages of the Core Strategy's preparation including issues and options, preferred options, the revised proposals and draft policies and proposed submission.

3.33 At the proposed submission stage there were two representations on policy CP3 'Community Facilities'. The Theatres Trust want the cultural needs of the community to be stressed and Sport England want a more sophisticated analysis of sports facilities to be undertaken. Such analysis will be undertaken in preparation of detailed standards in a subsequent development plan document. No changes are proposed to the Core Strategy as a result of these representations.

3.34 Further information is available in our Consultation Reports.

Infrastructure audit

Physical community infrastructure

Community facilities

3.35 It is thought that community centres promote and act as a focus for community development. They are locations for services, leisure, health and for regeneration and renewal initiatives, which can be provided in a locally acceptable style and place.

3.36 Table 3.3 below outlines existing community centres in the borough. These can be regarded as the main community centre provision in the borough as they are community buildings with a primary community purpose.

Township	Community centres
Wigan South	Worsley Mesnes (North) Community Centre
	Clifton Street Community Centre (Worsley Mesnes)
	Norley Hall Community Centre
	Bramble House / Worsley Hall Community Resource Centre
Orrell, Billinge and Winstanley	The Grange Community Complex (Marus Bridge)
Standish, Aspull and Shevington	Standish Community Centre
Tyldesley and Astley	Shakerley Community Centre
Hindley and Abram	Tudor House Community Centre
	Platt Bridge Community Zone
	Platt Bridge Community Centre
	Abram Community Centre
Wigan North	Scholes and Whelley Community Resource Centre

Township	Community centres
	Rose Bridge Sports and Community Centre (Ince)
	Penson Street Community Centre (Swinley)
	Ince Clinic and Community Centre
	Marsh Green Community Centre
	Manley Street Community Centre (Lower Ince)
	Hallgate House Community Centre (Wigan)
Golborne and Lowton	Lowton Youth and Community Centre
	Golborne Linc Centre
	Church Lane Community Centre (Lowton)
Leigh	Higher Folds Community Centre (Leigh)
Atherton	Dorset Road Community Centre (Hag Fold)
Bryn and Ashton	Captains Lane Youth and Community Centre (Ashton)

Table 3.3 Community centres in Wigan Borough

3.37 Table 3.3 shows that there is varied provision of these primary community facilities across the borough, with some townships only possessing one recognised centre. However there is a wide and diverse range of other facilities which provide varying degrees of community benefit. These may be facilities which provide rooms or services for community use such as clinics / health centres, schools, libraries or churches. There are several hundred facilities across the borough where this may be available:

- Clinics / health centres - at present there are 19 clinics / health centres spread across the borough - see Topic Paper 1 'Health and Recreation'. Many of these provide community facilities and promote community health services and events.
- Schools and children's centres - at present there are 131 schools and 20 children's centres across the borough - see Topic Paper 4 'Education and learning'. Many of these provide access for community use and promote community services and events.

- Libraries - at present the library service has 18 libraries across the borough - see Topic Paper 1 'Health and Recreation'. Most of these provide a community room and promote community services and events. However, it should be noted that a major review of library provision is being carried out and this may affect the number and location of libraries.
- Places of worship - there are 184 places of worship across the borough. Many churches have facilities available for community use or have associated church halls that provide space for community services and events. According to the 2001 Census, 87% of Wigan's population are Christian. There are small numbers of other religions with over 12% identifying themselves as either having no religion or not stating a religion. There is a wide range of religious facilities in the borough, including those relating to Church of England, Roman Catholic, Pentecostal, Evangelical, Methodist, United Reformed, Salvation Army, Jehovah's Witness, Latter Day Saint, and Muslim.

3.38 In addition there are many facilities which may have an incidental community use such as pubs, clubs and town halls, or with an associated recreational use such as sports clubs, arts or cultural activities that will provide a room for community use and otherwise provide a community service. However changing social demands mean that the number of local pubs and clubs is reducing.

3.39 A draft Community Buildings Strategy (Wigan Council, 2006) identified several challenges facing community centres in the borough.

- Some buildings are in poor condition
- Some buildings are not accessible for disabled people - or they are restrictive
- Some buildings are not well used, or hardly at all
- There are some buildings with plans to improve but there is limited funding
- Some buildings are overused
- There are not enough volunteers and not enough with the necessary skills
- Some premises exist that might be good for community use but they are not available to members of the public
- There are not enough paid workers to support a growing number of buildings
- Some buildings are not in the right place to serve the community effectively

3.40 This is being reviewed at present in the context of public sector funding reductions.

Human community infrastructure

3.41 As well as the physical infrastructure provided by community centres and other facilities, community engagement and development is also supported by 'human infrastructure', such as strong community networks and established working practices between partners and communities. The structures and frameworks in place for supporting community engagement and development in Wigan are set out below.

Wigan Borough Partnership

3.42 Partnership working is a key feature of local service delivery. Wigan has a long history of successful partnership working with strong relationships across the public, private, community and voluntary sectors, all working together to identify and tackle key issues for the borough. The Local Strategic Partnership for the borough is the Wigan Borough Partnership. The Sustainable Community Strategy sets out the strategic priorities and principles. It has been delivered through:

- Four delivery partnerships;
 - Economy, Environment, Culture and Housing
 - Adult Health and Wellbeing
 - Building Stronger Communities
 - Children, Young People and Families
- Township Forums (locality structures)
- Community Networks (communities of interest)

3.43 These structures have all included representation from third sector (community and voluntary) organisations. Community networks also include individual community members. All the structures have been supported by an officer group structure.

3.44 At present, as policy changes take effect nationally, regionally and locally, each of these areas are being reviewed against the borough's vision and priorities. The partnership board recently approved an approach that will see:

- A stripped back structure, less meetings, more dialogue.
- Partnership in action, more time-limited projects.

- Replacing the Board with a bi-annual Leaders' Summit setting the direction.
- Standing down the current officer arrangements, but retaining a membership of senior leaders to come together about the big issues.
- The Health and Wellbeing Board, the Wigan Forward Board and the Third Sector Assembly forming the core of our partnership working.
- A review of all statutory and non-statutory partnerships to identify added value.
- Development of stakeholder partnerships for more effective dialogue with communities of interest.

A Framework for community engagement

3.45 Community engagement is a term used to describe complex and diverse processes and structures that are developed for more than one purpose. The processes and structures currently being developed in Wigan that specifically support the engagement of citizens and customers in decision-making include:

- How policy and strategy around community engagement is being formed.
- How the views and needs of individual community members, in localities, are understood and collated.
- How third sector organisations, who in turn represent and support individual community members, are engaged in decision-making structures.
- How relationships with 'communities of interest' are being formed.
- How systems relating to our customer services practices are being improved.

3.46 This is not intended to capture all the community engagement activity that the council and its partners undertake. Community engagement is carried out on a day-to-day basis as part of the delivery of services. It relates specifically to the strategic focus provided through the Wigan Borough Partnership. Whilst the council has taken a lead on some of the work outlined, it is being developed as a partnership response to strategic engagement.

Third sector involvement

3.47 Third sector organisations are represented at all levels on the Wigan Borough Partnership. The partnership also understands that a thriving and effective third sector infrastructure is vital to delivering the Sustainable Community Strategy. The many hundreds of community and voluntary sector organisations in the borough need to have the opportunity to contribute to the strategy.

3.48 A review is currently being undertaken into how the partnership supports and facilitates their involvement and promotes new ways of working. This is in the context of a period of unprecedented change following the banking crisis, subsequent economic recession and public expenditure reductions by the Government. This means that there are many uncertainties for the future of the third sector and there will inevitably be more changes. The pressures include declining resources at a time of increased demand and raised expectations from the Government's localism agenda.

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 policy CP3.

Message	Source documents
The extent and depth of multiple deprivation across the borough, particularly in inner areas is the biggest challenge facing the borough. Related to this significant inequality gap between these areas and more affluent areas.	<ul style="list-style-type: none"> • Firm Foundations: The Government's Framework for Community Capacity Building, 2004 • Place Matters, 2008 • Sustainable Communities: People, Places and Prosperity (A Five Year Plan), 2005 • Regional Spatial Strategy, 2008 • Vision 2026: Sustainable Community Strategy, 2008 • Improving our understanding of neighbourhoods and inequalities (Wigan Council Committee Report), 2007 • Wigan Borough Health and Lifestyle Survey, 2006 • Taking SHAPE for the Future 2006-2012 • Wigan Council Corporate Plan 2008-2011 • Indices of Deprivation 2007
Ensuring equality and embracing diversity should be a key principle and priority.	<ul style="list-style-type: none"> • Firm Foundations: The Government's Framework for Community Capacity Building, 2004 • Vision 2026: Sustainable Community Strategy, 2008

Message	Source documents
	<ul style="list-style-type: none"> • Wigan Council Corporate Plan 2008-2011 • Wigan Council's Comprehensive Equality Policy, 2005
Community cohesion, involvement and participation needs to be strengthened and made more effective.	<ul style="list-style-type: none"> • Strong and Prosperous Communities: The Local Government White Paper, 2006 • Firm Foundations: The Government's Framework for Community Capacity Building, 2004 • Our Nations Civic Health Report, 2010 • Vision 2026: Sustainable Community Strategy, 2008 • Embracing Change: Report of Wigan Borough Partnership Community Cohesion Committee, 2008 • Wigan Council Corporate Plan 2008-2011
Strengthen the citizen voice, giving local residents more say over what happens where they live and in their lives.	<ul style="list-style-type: none"> • Decentralisation and Localism Bill, 2010 • Local Democracy, Economic Development and Construction Act, 2009 • Sustainable Communities: People, Places and Prosperity (A Five Year Plan), 2005 • Building a Stronger Civil Society, 2010 • Place Matters • Vision 2026 Community Strategy • Wigan Council Corporate Plan 2008-2011
The need for stronger, more effective community leadership.	<ul style="list-style-type: none"> • Place Matters, 2008 • Sustainable Communities: People, Places and Prosperity (A Five Year Plan), 2005

Message	Source documents
	<ul style="list-style-type: none"> ● Vision 2026: Sustainable Community Strategy, 2008 ● Wigan Council Corporate Plan 2008-2011
<p>There is no single definition and many different perceptions of place. A range of facilities and services are needed that meet the needs of different communities and groups. One size does not fit all.</p>	<ul style="list-style-type: none"> ● Sustainable Communities: People, Places and Prosperity (A Five Year Plan), 2005 ● Strong and Prosperous Communities: The Local Government White Paper, 2006 ● Firm Foundations: The Government's Framework for Community Capacity Building, 2004
<p>Policy needs to acknowledge the importance of social networks, social cohesion and attachment to place.</p>	<ul style="list-style-type: none"> ● Place Matters, 2008 ● The Influence of Neighbourhood Deprivation on People's Attachment to Places, 2008
<p>Our communities need to aspire more and improve their opportunities in life.</p>	<ul style="list-style-type: none"> ● Vision 2026: Sustainable Community Strategy, 2008 ● Wigan Council Corporate Plan 2008-2011
<p>Awareness of sustainability must be raised and sustainable practices in all aspects of our lifestyles encouraged.</p>	<ul style="list-style-type: none"> ● Sustainable Communities: building for the future, 2003 ● Climate Change: The UK Programme, 2006 ● Vision 2026: Sustainable Community Strategy, 2008 ● Wigan Council Corporate Plan 2008-2011
<p>Reforms in the planning system could allow neighbourhoods to be more involved in the future development of their area.</p>	<ul style="list-style-type: none"> ● Decentralisation and Localism Bill, 2010 ● Building a Stronger Civil Society, 2010

FIVE

Main spatial planning issues identified

5.1 Set out below are the issues relating to community development and involvement 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 CD 1

Multiple deprivation is deep and widespread. It is concentrated in a central east-west 'spine' from west Wigan to west Leigh but there are also smaller 'pockets' of deep deprivation in other parts of the borough.

Issue CD 2

This deprivation means there are significant levels of inequality in the borough. People living in our most deprived neighbourhoods are much more likely to suffer from poor health, crime, worklessness and a lack of skills and prosperity. Some of these problems are also getting worse, or improving at a slower rate than in other parts of the borough. As such, these inequalities will persist or become more pronounced.

Issue CD 3

Wigan Borough is made up of a group of towns and other communities with a tradition of independence and local pride. These local identities and differences are acknowledged through forums, thematic partnerships and community group networks as part of our Local Strategic Partnership. But there is much more to be achieved to strengthen our communities.

Issue CD 4

Social cohesion, where people get along and have a sense of identity, pride and aspiration, needs further development as our population changes. There has been an increasing number of non-white residents and migrants from Europe. And there are issues with integration between people from different backgrounds, particularly in our most deprived areas.

Issue CD 5

We should support and promote the use of community buildings for local activities; to help improve cohesion and to build community capacity. However, some existing buildings, public spaces, services, facilities and workplaces are not accessible to all people.

Issue CD 6

People are living longer and the proportion of elderly people in the population is going to rise significantly.

Issue CD 7

Climate change at a significantly accelerated rate will have a major impact on the environment, economy and quality of life on an international scale. In Wigan borough we will have to act to reduce the extent of climate change and mitigate and adapt to the changes that occur. This means that we will have to throw away or 'use-up' fewer materials that cannot be replaced and use more 'renewable' materials and energy sources. We also need to make sure that we are prepared for, and can cope with, changing weather patterns such as hotter summers and more frequent storm events and flooding.

SIX

Main infrastructure issues identified

6.1 The infrastructure audit in section 3 sets out the current position in the borough. Two key issues regarding infrastructure provision are identified below:

Issue CD 8

There is a need for more accessible community facilities in some parts of the borough.

Issue CD 9

The level of proposed new housing, both within the proposed broad locations and elsewhere, is likely to result in the need for additional community provision.

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 have also contributed to the development of the Core Strategy.

7.2 Our sustainability issues cross-over with our spatial planning issues (as set out in chapter 5). Issues CD 1, CD 4 and CD 7 are particularly relevant from a sustainability perspective.

7.3 We have also identified an additional sustainability issue that is not considered as part of our key spatial planning issues.

Issue CD 10

The Borough's ecological footprint is too high and needs to be reduced drastically by raising the awareness of and changing the attitudes and practices of businesses, organisations and the public.

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. Objective 14 relates to community development.

Sustainability Objective	Appraisal criteria / sub-questions
14. Community Development - To effectively involve local communities in decision making, build community capacity and encourage a sense of community identity and welfare that embraces	Will it encourage engagement in community activities, particularly from "hard-to-reach" groups? (Consider ethnic minorities, elderly, deprived)
	Will it ensure genuine consultation with all affected parties (including hard to reach) and increase their ability to influence decisions about development and service delivery in their areas?
	Will it encourage strong and positive relationships between people from different backgrounds and communities?

diversity and equality of opportunity.

Will certain social groups be better or worse off because of the proposal? (Consider Age, race, gender, religion, class, disability, sexual orientation)

Aim to strengthen minority communities.

Baseline position

Indicator	Wigan baseline	Wigan trends	Targets	Comparisons	Comments
NI 1 % of people who believe people from different backgrounds get on well together in their local area	69 % (2006-07)	Data gap	70% (2008-09) 71% (2009-10) 72% (2010-11)	<u>2006-07</u> England - 78% North West - 76%	Wigan performs significantly worse than the regional and national averages.
NI 2 % of people who feel that they belong to their neighbourhood	Data gap	Data gap	Data gap	Data gap	Data gap
NI 4 % of people who feel they can influence decisions in their locality	28% (2006-07)	Data gap	30% (2008-09) 31% (2009-10) 32% (2010-11)	<u>2006-07</u> England - 32% North West - 32%	Wigan performs slightly worse than the regional and national averages.
NI 5 Overall / general satisfaction with local area	66% (2006-07)	Data gap	Data gap	<u>2006-07</u> England - 73% North West - 70%	Wigan performs worse than the regional and national averages.

Indicator	Wigan baseline	Wigan trends	Targets	Comparisons	Comments
NI 7 Environment for a thriving third sector	Unavailable	Data gap	Data gap	Data gap	Awaiting baseline data from national survey.

Baseline indicators for Sustainability Objective 14: Community Development

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. The policies in the Core Strategy that this topic paper serves are policy CP3 and the community development evidence underpinning policies SP1, SP3 and SP4, but as community development is a cross cutting theme, it is a part of many other policies too. 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'.

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 policies CP3 and SP1 against these 4 legal requirements and the tests of soundness.

Policies CP3 Community Facilities and SP1 Spatial Strategy for Wigan Borough

Community and stakeholder involvement

9.6 The community and key stakeholders including local community groups and the Local Strategic 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 policies CP3 and SP1 and other policies where appropriate. 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 paper and are also included in our Consultation Reports.

Subject to sustainability appraisal

9.7 Policies CP3 and SP1 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 population and demographic trends, the indices of deprivation and health surveys and key stakeholders have been 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 CP3 is in general conformity with the Regional Spatial Strategy, specifically:

- It promotes the provision of accessible community services in accordance with policy DP2.

9.9 Policy SP1 is in general conformity with the Regional Spatial Strategy, specifically:

- It seeks to tackle inequalities in accordance with policy DP2.
- It promotes development that links opportunities to areas of need in accordance with policy DP6.

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. Policy CP3 is in line with one of them: 'Strong community'. Policy SP1 is in line with the other three: 'Ambitious communities', 'Living healthier and longer' and 'Realising aspirations'.

Founded on robust and credible evidence

9.11 Policies CP3 and SP1 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 development and involvement' evidence review document. This topic paper summarises the evidence we have gathered to inform policies CP3 and SP1 in particular. The key sources of evidence that support these policies are the Index of Multiple Deprivation, Place Matters and Vision 2026 Community Strategy .

The most appropriate strategy when considered against the alternatives

9.12 Focusing on areas of need is the most appropriate strategy because deprivation is a critical issue in Wigan Borough and a targeted approach is more likely to achieve positive outcomes for our communities. Without a clear focus on areas of need, inequalities would be likely to increase further and unsustainable patterns of growth would be promoted.

9.13 The alternative to policy CP3 would be a reactive approach to the provision and protection of community facilities. However, this would not encourage or facilitate the most productive use of our community assets and could lead to an overall loss in provision and impact on accessibility.

Deliverable

9.14 The key messages identified in section 4 of this document indicates what needs to be addressed in the borough with regards to community development and involvement.

9.15 To address these messages and deliver change and improvement in the borough, policies CP1 and CP3 have indicated a set of key delivery items. These are set out in a table beneath each policy and include the new and improved community facilities and completion of a Community Buildings Strategy.

9.16 In addition to Wigan Council, a number of organisations including Wigan Borough Partnership and developers will play a crucial role in the delivery of this policy.

9.17 Neighbouring authorities have been involved at all stages of the policy's preparation. No representations have been received from neighbouring authorities relating to policy CP3 indicating that this policies is coherent with their Core Strategies.

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

Flexible

9.19 Policy CP3 provides flexibility by allowing for off-site provision of community facilities where this is more appropriate.

9.20 Whilst policy SP1 provides clear direction, it is flexible enough to acknowledge the necessity of development outside the east-west core where it is most appropriate. As there is a focus on tackling inequalities and enabling regeneration where it is needed most, the strategy is also adaptable to changes in deprivation over time across the borough.

Able to be monitored

9.21 The means for monitoring our policies are set out in chapter 10 of the Draft Core Strategy: Proposed Submission version, specifically:

- the 'net loss of community facilities'.

Consistent with national policy

9.22 Policy CP3 is consistent with national policy, specifically:

-
- Planning Policy Statement 1: Delivering Sustainable Development

TEN

Next steps

10.1 This is the final version of the topic paper summarising and analysing evidence on community development and involvement 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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